Richards

A proposal for the use of interviewing in the handling of grievances by division officers of the United States Navy.

THESIS
R38

A PROPOSAL FOR THE USE OF INTERVIEWING IN THE HANDLING OF GRIEVANCES BY DIVISION OFFICERS OF THE UNITED STATES NAVY, BASED ON INDUSTRIAL APPLICATIONS

A Thesis

Presented in Partial Fulfillment of the Requirements for the Degree Master of Business Administration

By

DONALD RODERICK RICHARDS, B.Sc.

The Ohio State University

1952

TABLE OF CONTENTS

CHAPTER		PAGE
I	INTRODUCTION	1
	Background. Data and source of the study. Limitations of the study. Order of presentation.	
II	THE NATURE AND IMPORTANCE OF GRIEVANCES.....	9
	Introduction. Definition of grievance. Nature of grievances. Importance to Management. Importance to the Navy.	
III	PRESENT STATUS OF GRIEVANCE PROCEDURES IN THE NAVY AND IN INDUSTRY	38
	Introduction. General background. Current procedures. Non-unionized company procedures. Unionized company procedures. Naval grievance procedures. Importance of the first step in the grievance procedure.	
IV	INTERVIEWING AND ITS APPLICATIONS AND USE IN THE FIRST STEP IN GRIEVANCE PROCEDURES	61
	Background. Current industrial practice. Methods of interviewing. Direct type interview. The non-directive approach. Rules for interviewing.	
V	SUMMARY AND PROPOSAL.....	82
	Introduction. The proposal.	
	BIBLIOGRAPHY	87

17166

A PROPOSAL FOR THE USE OF INTERVIEWING IN THE HANDLING OF GRIEVANCES BY DIVISION OFFICERS OF THE UNITED STATES NAVY, BASED ON INDUSTRIAL APPLICATIONS

CHAPTER I

INTRODUCTION

Background

The importance of interviewing in the field of grievance matters and procedures cannot be stressed too strongly. Interviewing techniques, when properly applied and used, have proved to be great helps in getting at the cause and bases of both expressed and implied troubles and dissatisfactions. Labor relations, which include not only those situations in which there is no conflict, but also includes those areas in which there is disagreement has both industrial and military applications. A grievance is usually considered to be a situation in which the employee is dissatisfied with relations with management.[1]

In the military, the responsibility for satisfactory labor relations is a line responsibility. As will be shown later, the division officer is charged with this responsibility by the United States Navy Regulations 1948. The responsibility for satisfactory labor relations in an indus-

---

[1] Michael J. Jucius, Personnel Management, Chicago: Richard D. Irwin, 1951, p. 429.

trial concern is both a line and a staff function.[2]

The foreman in industry is usually the person most closely associated with the worker, and, being in this position, is management's closest contact with the worker's actions, beliefs, and attitudes. In most instances, standard procedure is for the worker to first present his grievance to his immediate supervisor. It is at this point, the first level in supervision, that attempts are being made to handle grievances so that they will not become added tasks for higher management. Similarly, in the Navy, the division officer is the commissioned officer most closely associated with the men in his division. It is his responsibility to handle the grievances of his men, and recommend disciplinary action should circumstances warrant such action.[3]

Before proceeding further, two definitions will be offered so the supervisor's and division officer's duties and responsibilities can be clarified. The word foreman and supervisor are used interchangeably in industry, and will be similarly used in this paper. The definition for supervisor and foreman will be that set forth by the Management Labor Relations Act of 1947 as contained in section 2

---

[2] Loc. cit.

[3] United States Navy Relations 1948, Washington: United States Government Printing Office, 1948, article 1043.

(11) a. which states:

> ...any individual having authority, in the interest of the employer to hire, transfer, lay off, recall, promote, discharge, assign, reward or discipline other employees, or responsibility to direct them, or adjust their grievances, or effectively recommend such action if in connection with the foregoing exercise of such authority is not merely routine or clerical nature but requires the use of independent judgement.

The definition of division officer will be that contained in the Navy Regulations which states:[4]

> 1043 Definition
> A division officer, within the meaning of these regulations, is one regularly assigned by the commanding officer to command a division of the ship's organization.
>
> 1044 Responsibilities and Duties
> 1. A division officer shall be responsible, under the head of his department, for the proper performance of the duties assigned his division, and for the conduct and appearance of his subordinates, in accordance with the regulations of his Commanding Officer or other Superiors. He shall keep himself informed of the capabilities and the needs of his subordinates and, within the limits of his authority, he shall take such action as may be necessary for the efficiency of his division and the welfare and morale of his subordinates. He shall train his subordinates in their duties and the duties to which they may succeed, and shall urge them to qualify for advancement and improve their education. He shall supress any improper or unseemly noise or disturbance, and shall report to the Executive Officer all infractions of regulations, orders, and instructions which are deserving of disciplinary action.

---

[4] Ibid

To further clarify, the term division officer refers to a regularly commissioned officer in charge of a group of non-commissioned men. By way of example, if he were the Airframes Officer of an Aircraft Squadron, he would have under his command a group of structural mechanics (metal smiths) and would have the responsibility of planning, organizing, and controlling their work. His job would be administrative in nature, and he would not, under ordinary circumstances, be required to actually perform manual tasks, using the tools and machines common to the metal smith trade. He would be assisted by a leading petty officer who would help in the administrative tasks, but who would also be one of the work group being technically qualified and proficient in the skills required by the trade.

The situation in industry is similar. The supervisor's task, for the most part is administrative in nature, and he is charged with the planning, organizing, and controlling the efforts of those assigned to work for him. He is assisted, in many cases, by a group leader who helps with the administrative tasks, and who, like the leading petty officer, is also a member of the manual work group. The position and responsibility of the supervisor and the division officer will be discussed at greater length in later chapters.

To further clarify, the term division officer refers to a regularly commissioned officer in charge of a group of non-commissioned men. By way of example, if he were the Airframe Officer of an Aircraft Squadron, he would have under his command a group of structural mechanics (metal smiths) and would have the responsibility of planning, organizing, and controlling their work. His job would be administrative in nature, and he would not, under ordinary circumstances, be required to actually perform manual tasks, using the tools and machines common to the metal smith trade. He would be assisted by a leading petty officer who would help in the administrative tasks, but who would also be one of the work group being technically qualified and proficient in the skills required by the trade.

The situation in industry is similar. The supervisory task, i.e. the most part is administrative in nature, and deals mainly with the planning, organizing, and controlling the efforts of those assigned to work for him. He is assisted, in many cases, by a group leader who helps with the administrative tasks, and who, like the leading petty officer, is also a member of the manual work group. [illegible] the responsibility of the supervisor and the [illegible] of [illegible] classified as foreman [illegible].

Bingham and Moore,[5] in their writings, have defined an interview as follows. It is any conversation "directed to a definite purpose other than the satisfaction of the conversation itself." This is not the only condition to be met by the process as there must be give and take between the participants. There are other indications such as facial expressions, gestures, and general behavior which supplement what is said. All the items mentioned contribute to the purposeful exchange of meanings, which is the interview.

This study is not intended to be a comprehensive one of all the factors involved in labor relations as related to the supervisor and his counterpart in the military, the division officer. Grievances have been selected and the part that interviewing techniques can play in getting at the facts, so that satisfactory relations may be maintained and areas of conflict determined enabling corrective action to be taken. There is a striking similarity in the position of the supervisor and the division officer in many respects, as has been pointed out. It is expected that the information gathered and the proposals set forth in this study will prove to be of benefit to both industry and the military. A better understanding of the part that interviewing can

---

[5] Walter Van Dyke Bingham and Bruce Victor Moore, How To Interview, New York: Harper & Brothers, 1941, p. 1.

Gardner and Moore,[5] in their writings, have defined an interview as follows. It is any conversation "directed to a definite purpose other than the satisfaction of the conversation itself." This is not the only condition to be met by the process as there must be give and take between the participants. There are other indications such as facial expressions, gestures, and general behavior which supplement what is said. All the items mentioned contribute to the purposeful exchange of meanings, which is the interview.

This study is not intended to be a comprehensive one of all the factors involved in labor relations as related to the supervisor and his counterpart in the military, the division officer. Grievances have been selected and the part that interviewing techniques can play in getting at the facts, so that satisfactory relations may be maintained and areas of conflict determined enabling corrective action to be taken. There is a striking similarity in the position of the supervisor and the division officer in many respects, as has been pointed out. It is expected that the information gathered in the proposals set forth in this study will prove to be of benefit to both industry and the military.

[illegible]

play in the establishment of good and happy relations for the individual in his working situation may be gained. It is not expected that the study will be conclusive in itself, but it is hoped that it will form the basis for further studies in this area.

Data and Sources of Study

Much of the information gathered is based on the work of authorities in the fields of industrial and personnel management. Most of the source material was gathered from the libraries on the campus of The Ohio State University, Columbus, Ohio. Additional material was obtained from the library of the Bureau of Business Research, The Ohio State University, Columbus, Ohio. Four field trips were taken, three to the Bureau of Naval Personnel, Washington, D.C., and the fourth was a tour of Naval Installations at Memphis, Great Lakes and Glen View. The tour of the naval activities was made primarily to gather information for study while at The Ohio State University, and during this trip many opportunities were made available to the group to study naval personnel practices. Some of the information for the military phase is based on the author's eight years experience as a naval officer. Other data were gathered from current military publications and manuals.

Three trips were made to various manufacturing con-

play in the establishment of good and happy relations for the individual in his working situation may be gained. It is our expected that the study will be conclusive in itself, but it is hoped that it will lay the basis for further studies in this area.

Data and Sources of Study

Much of the information obtained is based on the work of authorities in the fields of industrial and personnel management. And a good deal of the material was gathered from the library of the college of the Ohio State University, Columbus, Ohio. Additional material was obtained from the library of the Bureau of Business Research, the Ohio State University, Columbus, Ohio. Four field trips were taken, three to the Bureau of Naval Personnel, Washington, D.C., and the Fourth was a tour of naval installations at Newport, Rhode Island and New York. The tour of the naval activities was made primarily to gather information for study of the Ship Shape Bureau, and during this tour pertinent conversations were made available to the group in study of their personnel problems. Further the interviews in the Bureau gave a good overall view of the naval shore establishment. [illegible]

cerns located here in Columbus, Ohio. The concerns visited were Ranco, Timken, and the North American Plant. Much information was gathered by talking to the personnel directors for Timken and Ranco, while the labor relation section at North American furnished valuable information concerning the problem.

Limitations of the Study

It is not the purpose of this study to set up a training program whereby an attempt would be made to make a clinical psychologist of either the division officer or the supervisor. Neither is it the purpose of this study to determine the methods to be used in putting the proposal into effect. The contention is this - there are principles and conditions that exist in the field of interviewing that could be taught to the division officer and the supervisor which would aid them in getting at the problems of their subordinates so that corrective action might be taken. As set forth by Pfiffner, there is an area of practical psychology that is practiced intuitively by persons having good human relations which could possibly be taught to supervisors and division officers. The proposition involves three divisions; firstly, supervisors can be trained to recognize the symptoms leading to problem cases, secondly, that they can be trained to conduct elementary interviews,

cerns located here in Columbus, Ohio. The concerns visited were Timken, and the North American Plant. Much information was gathered by talking to the personnel directors for Timken and Hanes, while the labor relation section at North American furnished valuable information concerning the problem.

Limitations of the Study

It is not the purpose of this study to set up a training program whereby an attempt would be made to make a clinical psychologist of either the division officer or the supervisor. Neither is it the purpose of this study to determine the methods to be used in putting the proposal into effect. The contention is this - there are principles and conditions that exist in the field of interviewing that could be taught to the division officer and the supervisor which would aid them in getting at the problems of their subordinates so that corrective action might be taken. As set forth by Tiffin, there is an area of practical psychology in the practical industrial by persons having [illegible] training which could possibly be taught to supervisors [illegible] division officers. The proposition is [illegible] likely, supervisors [illegible] be trained [illegible] second-[illegible]

and lastly, that they could be taught when to call in and how to cooperate with a professional clinician.[6] The area with which this study will be concerned is that of the elementary interview and the proposal for its use by the supervisor and the division officer in the handling of grievance matters.

The study is limited to a consideration of the part that the supervisor plays in the first step of the grievance procedure in both unionized and non-unionized industry.

Order of Presentation

Chapter II will be a discussion of the grievance, its definition, what are some of its effects, what are some of its symptoms, and so forth. Chapter III will be a discussion of the present status of grievance handling in industry and in the Navy, considering only the first phase of the procedure. Chapter IV will be a discussion of interviewing and its application to the troubled area. Chapter V will discuss the idea that there are conditions and principles existing in interviewing techniques which can be taught division officers that will aid them in working with their subordinates, and in handling their grievances.

---

[6] John M. Pfiffner, The Supervision of Personnel, New York: Prentice-Hall, Inc., 1951, p. 327.

and lastly, what they could be taught when to call in and how to cooperate with a professional diplomat.[6] The area with which this study will be concerned is that of the elementary interview and the proposal for its use by the supervisor and the division officer in the handling of grievance matters.

The study is limited to a consideration of the part that the supervisor plays in the first step of the grievance procedure in both unionized and non-unionized industry.

Order of Presentation

Chapter II will be a discussion of the grievance, its definition, what are some of its effects, what are some of its sources, and so forth. Chapter III will be a discussion of the three basics of grievance handling in industry and in the navy, considering only the first phase of the procedure. Chapter IV will be a discussion of interviewing and its application to the troubled area. Chapter V will discuss the issue that there are conditions and principles existing in interviewing techniques which can be changed given an officer that will and then in working with their subordinates, are in handling their grievances.

---

[6] [illegible] Publication [illegible], [illegible]

CHAPTER II

THE NATURE AND IMPORTANCE OF GRIEVANCES

Introduction

Grievances have become a very important issue in the field of personnel management in the past few years. Grievances have become so important in unionized industry, that those matters which have formed the basis for common or repeated complaints have been spelled out in great detail in the negotiated contracts. In fact, one authority states that union contracts now bulge at the seams with details for formalized grievance procedures.[1] Lester estimates that there are over 100,000 labor-management agreements signed each year and that the number of grievances settled under the provisions of the contracts probably exceeds one million. In the year 1940, under the contract between General Motors Corporation and the United Automobile, Aircraft, and Agricultural Implement Workers, (CIO) more than 35,000 grievances were filed by the workers - an average of about one grievance per each eight employees.[2]

---

[1] John M. Pfiffner, The Supervision of Personnel, New York: Prentice-Hall Inc., 1951, p. 364.

[2] Richard A. Lester, Labor and Industrial Relations, New York: The MacMillan Company, 1951, p. 151.

CHAPTER II

THE NATURE AND IMPORTANCE OF GRIEVANCES

Introduction

Grievances have become a very important issue in the field of personnel management in the past few years. Grievances have become so important in unionized industry, that those matters which have formed the basis for common or repeated complaints have been spelled out in great detail in the negotiated contracts. In fact, one authority states that union contracts now delve at the seams with details for formalized grievance procedures.[1] Lester estimates that there are over 100,000 labor-management agreements signed each year and that the number of grievances settled under the provisions of the contracts probably exceeds one million. In the year 1960, under the contracts between General Motors Corporation and the United Automobile, Aircraft, and Agricultural Implement Workers, (U.A.W.) more than 70,000 grievances were filed by the workers - an average of about one grievance per every eight employees.[2]

---

[1] Jean T. McKelvey. The Supervision of Grievances. Ann Arbor: Institute of Labor and Industrial Relations, 1961, p. 3.

[2] [illegible] Lester. The Industrial Relations Section, Princeton University, 1961, p. [illegible].

In the military too, the recognition of grievances has proved to be of the same importance that it has in industry. Although in the military there are no contracts in which specific grievances are listed, dissatisfactions can cause the same results as they do in organized industry. For the most part, the ensuing discussion will deal with grievances in industrial situations. It is hoped to give the reader a good picture of the industrial case, and then in the latter stages of the discussion relate its similarity and importance to the military. Grievances arise in all working situations, and if the reader understands the application in one situation it is easily transferred to another.

The increased thought given to grievances and the desirability of opening formal channels for their discussion has brought about the shop steward system as it now exists in unionized industry. In the shop steward plan, an employee of the company, by stipulation in the union contract, is permitted to spend part of his working hours conducting union business. Frequently the contract states that the employee may carry on this union business during specified times of the work period without deductions being taken from his pay check.[3]

Dissatisfactions felt by the employee about the company, if they were made known to management, would prob-

---

[3] Pfiffner, op. cit., p. 364.

In the military too, the recognition of grievances has proved to be of the same importance that it has in industry.

Although in the military there are no contracts in which specific grievances are listed, dissatisfactions can cause the same results as they do in organized industry. For the most part, the ensuing discussion will deal with grievances in industrial situations. It is hoped to give the reader a good picture of the industrial case, and then in the latter stages of the discussion relate its similarity and importance to the military. Grievances arise in all working situations, and if the reader understands the application in one situation it is easily transferred to another.

The increased thought given to grievances and the desirability of opening formal channels for their discussion has brought about the more elaborate systems as it now exists in unionized industry. In the shop steward plan, an employee of the company, by stipulation in the union contract, is permitted to spend part of his working hours conducting union business. Frequently the contract states that the employee may carry on this union business during specified times or for a week period without deductions being taken from his pay.[illegible]

[illegible]

ably be the most significant single index of stability.[4] This statement indicates the importance of management's knowledge of existing dissatisfactions in the labor force. When complaints are brought out into the open, then they can be the basis for corrective action which will eliminate the source of irritation. Removing the irritation builds up the employee's confidence in the company, increases the morale of the work force, and tends to increase the efficiency of the laborers.

If one were to attempt to solve the problem by scientific methods, then the following steps as recommended by Jucius are appropriate. This approach, a quasi-scientific one, involves six steps which are listed as follows: (1) a careful statement of the problem, (2) establishing a working hypothesis, (3) collecting data, (4) reaching a tentative solution, (5) checking the solution, and (6) applying the solution.[5] Here again the necessity of knowing the problem is of great importance. Employing the scientific method you have to have a statement of the problem before you can attempt to arrive at the solution. Unless the problem is known, the solution cannot be found, and

---

[4] Paul Pigors and Charles A. Myers, Personnel Administration, A Point of View and a Method, New York: McGraw-Hill Book Company, 1947, p. 106.

[5] Michael J. Jucius, Personnel Management, Chicago: Richard D. Irwin, Inc., 1951, p. 13.

ably be the most significant single index of stability.[4] This statement indicates the importance of management's knowledge of existing disaffiliations in the labor force. When complaints are brought out into the open, then they can be the basis for corrective action which will eliminate the source of irritation. Removing the irritation builds up the employee's confidence in the company, increases the morale of the work force, and tends to increase the efficiency of the laborers.

If one were to attempt to solve the problem by scientific methods, then the following steps as recommended by Dubois are appropriate. This approach, a quasi-scientific one, involves six steps which are listed as follows: (1) a careful statement of the problem, (2) establishing a working hypothesis, (3) collecting data, (4) reshaping a tentative solution, (5) testing the solution, and (6) applying the solution.[5] Here again the necessity of knowing the problem is of great importance. Employing the scientific method you have to have a statement of the problem before you can attempt to arrive at the solution. Unless the problem is known, the solution cannot be found, and

---

[4] [illegible] Yoder, Personnel Management and Industrial Relations, 4th ed. rev. Prentice-Hall, Inc., N. Y., 1956, p. 6.

[5] [illegible], Industrial Management, 5th ed. [illegible]

Definition of Grievance

If grievances have become so important, then what are they? One of the authorities in the field of personnel management has defined grievances as follows:

> It means any discontent or dissatisfaction, whether expressed or not and whether valid or not, arising out of anything connected with the company that the employee thinks, believes, or even 'feels' is unfair, unjust, or inequitable.[7]

The above definition is very broad in scope. It does, however, limit the grievance to the company, its policies, and actions. If it were possible for the worker to come to work with his mind free from all his associations - such as those pertaining to his cultural beliefs, his inherited traditions, his fears, his hopes, and his aspirations, then the author would accept the above definition. It does not appear possible to separate those items mentioned from those items that would be associated solely with the work environment. In order to limit the grievance solely to discontent with the company, there would have to be what one authority calls two types of grievances; first, those that are personal in nature; and second, those which he terms "pure" grievances and are only associated with the job. It appears that such a dichotomy does not exist. Such dis-

---

[7] Jucius, op cit., p. 13.

Definition of Grievance

If grievances have become so important, then what are they? One of the authorities in the field of personnel management has defined grievances as follows:

> It means any discontent or dissatisfaction, whether expressed or not and whether valid or not, arising out of anything connected with the company that the employee thinks, believes, or even 'feels' is unfair, unjust, or inequitable.[7]

The above definition is very broad in scope. It does, however, limit the grievance to the company, its policies, and actions. If it were possible for the worker to come to work with his mind free from all his associations - such as those pertaining to his cultural beliefs, his inherited traditions, his fears, his hopes, and his aspirations, then the author would accept the above definition. It does not appear possible to separate those items mentioned from those items that would be associated solely with the work environment. In order to limit the grievance solely to discontent with the company, there would have to be what the authority calls two types of grievances; first, those that are personal in nature; and second, those which he terms "pure" grievances and are only associated with the job. It appears that such a dichotomy does not exist. Such dis-

---

[7] Jucius, op cit., p. 13.

management is helpless to take corrective action.

How can management get these facts? When the worker has a grievance, he should have means at hand which will provide him with a channel of communications to management. One writer states the importance of communications in grievance as follows:

> Human relations can only be as sound as the personal communication existing in the company. When personal communications break down, the same results occur as when national communications are impaired. Things stop moving; confusion exists; rumor flourishes.[6]

The importance of communications in the field of grievances cannot be overstressed. When management becomes aware of the trouble, then it can take corrective action, thereby increasing the stability of the company.

The position of the division officer and the supervisor in the area of grievance handling should never be under estimated. Here is labor's closest and nearest contact with management. It is the purpose of this study to investigate interviewing as a technique employable for the grievance problem. It is hoped that interviewing will provide the supervisor and the division officer with a method for determining the facts in the grievance problem so that appropriate action can be taken.

---

[6] "When Foreman Deals With The Worker," Factory Management and Maintenance, March, 1946, p. 115.

management is helpless to take corrective action.

How can management get these facts? When the worker has a grievance, he should have means at hand which will provide him with a channel of communications to management. One writer states the importance of communications in grievance as follows:

> Human relations can only be as sound as the personal communication existing in the company. When personal communications break down, the same results occur as when national communications are impaired. Things stop moving; confusion exists; rumor flourishes.[8]

The importance of communications in the field of grievances cannot be overstressed. When management becomes aware of the trouble, then it can take corrective action, thereby increasing the stability of the company.

The position of the division officer and the supervisor in the area of grievance handling should never be under estimated. Here is labor's closest and nearest contact with management. It is the purpose of this study to investigate interviewing as a technique employable for the grievance problem. It is hoped that interviewing will provide the supervisor and the division officer with a method for determining the facts in the grievance problem so that appropriate action can be taken.

---

[8] [illegible] Grievances, [illegible], [illegible], [illegible],

satisfactions do not appear as separate entities, and because of their interaction, would be impossible to separate from each other. These dissatisfactions are evidenced as emotions and attitudes, and, as such, their separation would be extremely difficult, if not impossible. If management's policy were to handle only those grievances that are limited to company policy, actions, and associations, how then would they set up a policy that would distinguish personal grievances from those grievances that were purely job associated?[8]

Winston's Simplified Dictionary defines a grievance as follows:

> ... 1. A sense of wrong or oppression; 2, a just or supposed ground of complaint; a cause for annoyance; obs., 1, suffering; grief; 2, anger; displeasure;....

Part two of the definition best fits the purpose of this study; however, it is not detailed enough to give the clear understanding necessary.

There are wide variations in the field of personnel management to the definition of grievance. The following definitions will serve to show some of the variations.

Smith, in his article, defined a grievance as follows:[9]

> A grievance is an act, occurrence, or an attitude, either expressed or implied resulting in a real or imagined feeling of injustice, of having been oppressed or injured.

---

[8] P. C. Smith, "Shope Grievances - The Human Approach," Personnel Journal, September 1, 1947, pp. 95-102.

[9] Smith, Ibid., p. 95.

satisfactions do not appear as separate entities, and because of their interaction, would be impossible to separate from each other. These dissatisfactions are evidenced as emotions and attitudes, and, as such, their separation would be extremely difficult, if not impossible. If management's policy were to handle only those grievances that are limited to company policy, actions, and associations, how then would they set up a policy that would distinguish personal grievances from those grievances that were purely job associated?[8]

Hinton's Simplified Dictionary defines a grievance as follows:

> ... 1. A sense of wrong or oppression; 2. a just or supposed ground of complaint; a cause for annoyance; obs., 1. suffering; grief; 2. anger; displeasure;....

Part two of the definition best fits the purpose of this study; however, it is not detailed enough to give the clear understanding necessary.

There are wide variations in the field of personnel management to the definition of grievance. The following definitions will serve to show some of the variations.

Smith, in his article, defined a grievance as follows:[9]

> A grievance is an act, occurrence, or an attitude, either expressed or implied resulting in a real or imagined feeling of injustice, of having been oppressed or injured.

---

[8] P. C. Smith, "Hope Grievances - The human approach," Personnel Journal, September 1, 1947, pp. 7-12.

[9] Op. Cit., p. 5.

Pigors and Myers considered a grievance in this manner:[10]

> A grievance is a complaint that has been ignored, overridden, or in the employee's mind otherwise dismissed without due consideration.

The above definitions were taken from the writings of persons recognized in the field of personnel management. There are other definitions of grievances. The following is a compliation made by the United States Department of Labor of the various definitions given to the word grievance by labor-management contracts. The list is not complete, and its inclusion is only for the purpose of giving the reader a broader understanding of the implication of the meaning of grievance. The usual form of the definition limits the use of grievance procedures to either (1) matters under agreement, (2) matters of interpretation or application of the agreement, or (3) matters of wages, hours or working conditions, or any combination of the three. Some of the contracts make no attempt to define grievance at all, but still discuss the matter in which they should be handled.

Grievances have usually been limited to the interpretation and application of the contract. In some contracts, it is expressly stated that changes in the contract are not subject to grievance procedures, that grievance procedures apply solely to those matters arising within the framework of the contract. Listed below are some of the definitions

---

[10] Pigors and Myers, op. cit., p. 107.

Figore and Myers considered a grievance in this manner:[10]

> A grievance is a complaint that has been ignored, overridden, or in the employee's mind otherwise dismissed without due consideration.

The above definitions were taken from the writings of persons recognized in the field of personnel management. There are other definitions of grievances. The following is a compilation made by the United States Department of Labor of the various definitions given to the word grievance by labor-management contracts. The list is not complete, and its inclusion is only for the purpose of giving the reader a broader understanding of the implication of the meaning of grievance. The usual form of the definition limits the use of grievance procedures to either (1) matters under agreement, (2) matters of interpretation or application of the agreement, or (3) matters of wages, hours or working conditions, or any combination of the three. Some of the contracts make no attempt to define grievance at all, but still discuss the matter in which they should be handled.

Grievances have usually been limited to the interpretation and application of the contract. In some contracts, it is expressly stated that changes in the contract are not subject to grievance procedures, that grievance procedures apply solely to those matters arising within the framework of the contract. Listed below are some of the definitions

---

[10] Op. cit. Page 111. Chap. 10.

of grievances contained in labor-management agreements.

1. Any dispute, disagreement, or difference arising between any employee or the union and the company may be interpretated as a grievance.

2. Any dispute as to the meaning or application of this agreement shall constitute a grievance.

3. A grievance is defined to be any controversy, dispute or difference between the company and the union involving hours of labor, wages, and working conditions.

4. Any employee who has a complaint may discuss the alleged complaint with his foreman in an attempt to settle it. Any complaint not so settled shall constitute a grievance within the meaning of this article, 'Adjustment of Grievances'.[11]

As seen from the above definitions, the definition of grievance can cover a wide assortment of sins. For example, the first definition applies to any dispute between the company and employee or union, while the second definition confines grievances to only those areas that involve application of the contract. The third definition is very narrow in scope, and limits the grievance to very objectively measured items such as wages, hours, and working conditions. The last definition gives the foreman a chance to settle the dispute, and should he fail in this effort, then the matter becomes

---

[11] Collective Bargaining Provisions, Grievance and Arbitration Provisions, Bulletin No. 908-16, United States Department of Labor, Washington: United States Government Printing Office, 1950, p. 8.

of grievances contained in labor-management agreements.

> 1. Any dispute, disagreement, or difference arising between any employee or the union and the company may be interpretated as a grievance.
>
> 2. Any dispute as to the meaning or application of this agreement shall constitute a grievance.
>
> 3. A grievance is defined to be any controversy, dispute or difference between the company and the union involving hours of labor, wages, and working conditions.
>
> 4. Any employee who has a complaint may discuss the alleged complaint with his foreman in an attempt to settle it. Any complaint not so settled shall constitute a grievance within the meaning of this article, 'Adjustment of Grievances'.[11]

As seen from the above definitions, the definition of grievance can cover a wide assortment of sins. For example, the first definition applies to any dispute between the company and employee or union, while the second definition confines grievances to only those areas that involve application of the contract. The third definition is very narrow in scope, and limits the grievance to very objectively measured items such as wages, hours, and working conditions. The last definition gives the foreman a chance to settle the dispute, and should be left to his effort, then the matter becomes

---

11

Collective Bargaining Provisions, Grievance and Arbitration Provisions, Bulletin #. 908-10, United States Department of Labor, Washington: Government Printing Office, 1950, p. 4.

material for the grievance machinery.

From the preceding discussion and consideration of the various definitions presented, the following is offered as the definition of grievance.

> A grievance is any complaint, discontent, or dissatisfaction, whether or not expressed and whether or not valid, that the employee thinks or believes is unfair, unjust, or inconsiderate.

The definition is very similar to that presented by Jucius, but has been widened in scope. The above definition does not limit the source of the trouble to the confines of the company.

In order to recognize the true significance of the definition, it would be a good idea to break it down and analyze its component parts. Jucius states that in discussing grievances, the talk can center about two things. First of all it is possible to talk about the results of the grievance, and secondly, it is possible to talk about the things that caused the grievance. Take, for example, the hypothetical case of Tom Smith who failed to be promoted to supervisor the last time advancements were made. Now, if Tom is dissatisfied because he was not promoted to supervisor, his problem can be discussed in the ensuing manner. One person might call the grievance Smith's failure to be promoted, while a second person might call the grievance Smith's dissatisfied attitude. Both people are discussing the same

material for the grievance machinery.

From the preceding discussion and consideration of the various definitions presented, the following is offered as the definition of grievance.

> A grievance is any complaint, discontent, or dissatisfaction, whether or not expressed and whether or not valid, that the employee thinks or believes is unfair, unjust, or inconsiderate.

The definition is very similar to that presented by Jucius, but has been widened in scope. The above definition does not limit the source of the trouble to the confines of the company.

In order to recognize the true significance of the definition, it would be a good idea to break it down and analyze its component parts. Jucius states that in discussing grievances, the talk can center about two things. First of all it is possible to talk about the results of the grievance, and secondly, it is possible to talk about the things that caused the grievance. Take, for example, the hypothetical case of Jon Smith who failed to be promoted to supervisor the last time promotions were made. Now, if Tom is dis- [illegible] promotion to supervisor, his [illegible] manner. The person [illegible] difference fairly [illegible] to be promoted. [illegible] will the grievance fairly dis- [illegible] the future. [illegible] to discussion or some

items and, as these items relate to the same circumstances, they must go together. Had not Smith complained about failing to get the promotion, then there would not have been a grievance. But when the attitude and the trouble are combined, then the resulting mixture is a grievance. This is assuming, as Jucius probably would do, that the grievance will have some bad effect on the company in that it will result in a lowering of morale, and a lowering of the efficiency of the work force.[12]

Secondly, the source of the grievance is not limited to the company boundaries. In a military situation, the source of the complaint cannot be limited to the area of the command. It must be remembered that in the military situation, the enlisted man is with you for the duration of his enlistment. On foreign stations, or aboard ships, where the men are away from their families, the absence alone will create many personnel problems. The division officer many times has to assume the role of father confessor, giving advice and aid to the enlisted man. In most problems involving family relationships, the standard procedure is for the division officer to refer the man to the chaplain. Even though the man is referred to the chaplain, the effects of the grievance are still present until the cause has been removed. Here again, the indications of

---

[12] Jucius, op. cit., p. 430.

items and, as these items relate to the same circumstances, they must go together. Had not Smith complained about failing to get the promotion, then there would not have been a grievance. But when the attitude and the trouble are combined, then the resulting mixture is a grievance. This is assuming, as Jones probably would do, that the grievance will have some bad effect on the company in that it will result in a lowering of morale, and a lowering of the efficiency of the work force.[12]

Secondly, the source of the grievance is not limited to the company boundaries. In a military situation, the source of the complaint cannot be limited to the area of the command. It must be remembered that in the military situation, the enlisted man is with you for the duration of his enlistment. On foreign stations, or aboard ships, where the men are away from their families, the absence alone will create many personnel problems. The division officer many times has to assume the role of father confessor, giving advice and aid to the enlisted man. In most problems involving family relationships, the standard procedure is for the division officer to refer the man to the chaplain. [illegible] the man is referred to the chaplain, [illegible] grievance [illegible] will generally [illegible] the [illegible] man, the [illegible] of [illegible]

the grievance are low morale, low efficiency, and poor quality work output. Although the correction of those conditions which brought about the grievance may not be the concern of the division officer, it is up to him to see that the sailor is referred to the chaplain where efforts will be made to correct conditions which are causing the difficulty. Such effort could be in the form of advice, a recommendation for leave (vacation), or a recommended transfer to a more favorable location.

In the industrial situation, grievance arising from conditions not under the control of the company would also have to be considered. No matter what the source of the trouble may be, the symptoms will always be the same. Any time that there are indications of low morale, poor quality of work, a lowering of efficiency, and a loss of productive capacity, management will be concerned. Management has a choice of two courses of action. First, it can ignore the complaint; or secondly, it can do something to overcome the difficulty. When the trouble is outside the control of the company, then management can refer the man to a clinical specialist in hopes that he can clear up the difficulty. The clinician may be able to save the man and save the company the expense of training someone to take his place. If the problem cannot be solved, then management will have to get rid of the individual so that his attitudes and low

the grievance are low morale, low efficiency, and poor quality work output. Although the correction of those conditions which brought about the grievance may not be the concern of the division officer, it is up to him to see that the sailor is referred to the chaplain where efforts will be made to correct conditions which are causing the difficulty. Such effort could be in the form of advice, a recommendation for leave (vacation), or a recommended transfer to a more favorable location.

In the industrial situation, grievance arising from conditions not under the control of the company would also have to be considered. No matter what the source of the trouble may be, the symptoms will always be the same. Any time that there are indications of low morale, poor quality of work, a lowering of efficiency, and a loss of productive capacity, management will be concerned. Management has a choice of two courses of action. First, it can ignore the complaint or accordly, it can do something to overcome the difficulty. When the trouble is outside the control of the company, then management can refer the man to a clinical specialist in order that he can clear up the difficulty. The clinician can help to [illegible] the man [illegible] the [illegible] of [illegible] to make his claim. [illegible] clinic, then management will have [illegible] the [illegible] is [illegible] low

morale will not spread to others in the work force.

In the third place, the definition says that an unexpressed or implied complaint is also a grievance. This third area is one of the most important to the company. The implications are signs that some corrective action is necessary. The recognition of implied grievances is important to management for two reasons. In the handling of the implied grievance, the supervisor can do much toward building up his own prestige with the work force. In his writings,[13] Gardiner stated that if the foreman can find the possible cause of a grievance and voluntarily take some corrective action, his action will be much more appreciated by the workers than if he took the same action after his men had filed the complaint through formal channels. Any corrective action taken after the formal complaint has been filed still leaves a bad taste in the mouths of the workforce. The second reason for the importance of recognition of an implied grievance is this. Some men will fail to express minor irritations and will "put up" with existing conditions rather than make an issue of it. This does not indicate that they are satisfied with conditions, but rather that they are absorbing the minor irritations. Sooner or later their systems will reach the saturation point and they will explode.

---

[13] Glen Gardiner, Better Foremenship, New York: McGraw-Hill Book Company, 1941, pp. 48-49.

morale will not spread to others in the work force.

In the third place, the definition says that an unexpressed or implied complaint is also a grievance. This third area is one of the most important to the company. The implications are plain that some corrective action is necessary. The recognition of implied grievances is important to management for two reasons. In the handling of the implied grievance, the supervisor can do much toward building up his own prestige with the work force. In his writings,[13] Gardiner stated that if the foreman can find the possible cause of a grievance and voluntarily take some corrective action, his action will be much more appreciated by the workers than if he took the same action after his man had filed the complaint through formal channels. Any corrective action taken after the formal complaint has been filed still leaves a bad taste in the mouths of the workforce. The second reason for the importance of recognition of an implied grievance is this. Some men will fail to express minor irritations and will "put up" with existing conditions rather than make an issue of it. This does not indicate that they are satisfied with conditions, but rather that they are so-called "non-minor irritations." Sooner or later their aggravation will [illegible] to a [illegible], point and they will explode.

---

13 [illegible] Gardiner, [illegible] [illegible] [illegible]

This is the danger of the unexpressed grievance. The small grievances have a cumulative effect on the workers, effecting their output and lowering their morale. The exploding point can be expressed as slow downs or strikes. The supervisor should always be on the lookout for the tell-tale sign of the implied grievance, and should attempt to make corrections without being directed to do so.

The definition contains the term "whether valid or not" and is applicable in the following manner. This area pertains to those opinions and beliefs that are held by the workers. The dissatisfaction or complaint that the individual may have may be tied up in his emotions and attitudes, and as such cannot be removed by concluding that they are mere opinions or thoughts of the workers and as such do not amount to much. Gardiner gives the following advice to foremen: "... a grievance is a grievance when the man complaining thinks it is a grievance."[14] A person can be just as concerned with something he thinks or believes or imagines to exist as he can be when the imagined grievance actually does exist.

---

[14] Jucius, op. cit., p. 431, and Gardiner, op. cit., p. 50. Both of these authors give considerable weight to the implied grievance and its importance to the industrial concern.

This is the danger of the unexpressed grievance. The small grievances have a cumulative effect on the workers, effecting their output and lowering their morale. The exploding point can be expressed as slow downs or strikes. The supervisor should always be on the lookout for the tell-tale sign of the implied grievance, and should attempt to make corrections without being directed to do so.

The definition contains the term "whether valid or not" and is applicable in the following manner. This area pertains to those opinions and beliefs that are held by the workers. The dissatisfaction or complaint that the individual may have may be tied up in his emotions and attitudes, and as such cannot be removed by concluding that they are mere opinions or thoughts of the workers and as such do not amount to much. Gardiner gives the following advice to foremen: "... a grievance is a grievance when the man complaining thinks it is a grievance."[11] A person can be just as concerned with something he thinks or believes or imagines to exist as he can be when the imagined grievance actually does exist.

---

[11]
Gardiner, op. cit., p. 71, and Lerner, op. cit., p. 70. Both of these authors give considerable weight to the implied grievance and its importance to the industrial concern.

Nature of Grievances

Since the entrance of the labor unions into the field of industrial relations in 1933, more and more attention has been given to the necessity for the quick and proper handling of grievances. Before proceeding farther the writer has listed below some of the items that have been indicated as grievance matters and have been afforded recognition in numerous writings. It must be remembered that the list is a compilation of items that have been expressed as grievance matters in both texts and union contracts. The list is by no means complete. There are myriads which could become grievances. The items on this list are presented because they are typical of grievance items in current literature.

1. Improper behavior on the part of fellow workers.
2. Failure to assign overtime properly.
3. Excessive number of apprentices.
4. Methods used in time studies.
5. Unjustified discharge of an employee.
6. Relatives working under the foreman.
7. "Bawling out" worker in front of others.
8. Putting men on jobs for which they are not fitted.
9. Failure to promote from within.
10. Favoritism.

Nature of Grievances

Since the entrance of the labor unions into the field of industrial relations in 1933, more and more attention has been given to the necessity for the quick and proper handling of grievances. Before proceeding further the writer has listed below some of the items that have been indicated as grievance matters and have been afforded recognition in numerous writings. It must be remembered that the list is a compilation of items that have been expressed as grievance matters in both texts and union contracts. The list is by no means complete. There are myriads which could become grievances. The items on this list are presented because they are typical of grievance items in current literature.

1. Improper behavior on the part of fellow workers.
2. Failure to assign overtime properly.
3. Excessive number of apprentices.
4. Methods used in time studies.
5. Unjustified dismissal of an employee.
6. Selfishness working under the foreman.
7. "Bawling out" worker in front of others.
8. Putting men on jobs for which they are not fitted.
9. Failure to promote from within.
10. Favoritism.

11. Giving orders without reason.

12. Unguarded work hazards.

13. Withholding credit.

14. Lack of human sympathetic interest in the worker.

15. Ignoring complaints.

Although there are many benefits to the formalized union procedure for presenting grievances, the strictly legalistic interpretation has worked some hardships. Notice that the grievances listed were, for the most part, objective in the conditions that they describe, and present items that can be measured by comparison with some set standard or normal. The legalistic approach is splendid; that is, for the jurist who has to decide the issue, but it is not so good for the worker. The legalistic approach has become so objective that the human element has been set in the background. The legalistic approach does not eliminate the feelings, sentiments, and tensions with which the complaint is surrounded, it merely pronounces them as irrelevant. This tendency of the legalistic approach forgets some of the characteristics of grievances which are fear, grief, uneasiness, anger, annoyance, and the like.[15] The legalistic handling of grievances has brought about a new situation. In his book, Selekman states that now workers have

---

[15] Benjamin F. Selekman, Labor Relations and Human Relations, New York: McGraw-Hill Book Company, 1948, p. 85.

11. Giving orders without reason.

12. Unguarded work hazards.

13. Withholding credit.

14. Lack of human sympathetic interest in the worker.

15. Ignoring complaints.

Although there are many benefits to the formalized union procedure for presenting grievances, the strictly legalistic interpretation has worked some hardship. Notice that the grievances listed were, for the most part, objective in the conditions that they describe, and present items that can be measured by comparison with some set standard or normal. The legalistic approach is splendid; that is, for the jurist who has to decide the issue, but it is not so good for the worker. The legalistic approach has become so objective that the human element has been set in the background. The legalistic approach does not eliminate the feeling, sentiments, and tensions with which the complaint is surrounded, it merely pronounces them as irrelevant. This tendency of the legalistic approach forgets some of the characteristics of grievances which are fear, relief, [illegible], anger, vengeance, and the like.[15] The legalistic [illegible] of grievances has brought about a [illegible]

started to disguise their grievances so that they will conform to the specifications that are set up in the union contract.

> It is, however, nothing less than a typically human reaction that nullifies the unfailing aspect of this expectation. For, needless to say, workers hardly remain unaffected by the crucial development that establishes the explicit tests by which grievances will be accepted as valid or rejected as imaginary. Instead, just as management and union forge the clauses of the agreement for sifting out the legitimate from the illegitimate complaints, the workers adopt these same clauses as sanctioned forms of expression of all manner of dissatisfaction. If only wage complaints, protests against transfers, shift assignments, or other 'just' causes are accepted as legitimate, employees time and again will display remarkable facility for fitting varied fears and resentments into approved formats for complaining. They do not, of course, systematically think through this device for circumventing the rejections implicit in legalistic adjustment procedures. Their behavior is, rather, an unconscious response to the social situation created by the prevailing approach to grievances.[16]

Once the terms of the union contract have defined those items which may be considered as the basis of grievances, the worker who has a complaint that does not fit into the scope of the contract can do only one of two things. First, he can forget about the complaint and absorb it into his system, or secondly, he can disguise the symptoms of the complaint to meet the standards set forth in the contract. For example, if the contract limited grievances to those

---

[16] Loc. cit.

started to disguise their grievances so that they will conform to the specifications that are set up in the union contract.

> It is, however, nothing less than a typically human reaction that nullifies the unfailing aspect of this expectation. For, needless to say, workers hardly remain unaffected by the crucial development that establishes the explicit tests by which grievances will be accepted as valid or rejected as imaginary. Instead, just as management and union force the clauses of the agreement for sifting out the legitimate from the illegitimate complaints, the workers adopt these same clauses as sanctioned forms of expression of all manner of dissatisfaction. If only wage complaints, protests against transfers, shift assignments, or other 'just' causes are accepted as legitimate, employees time and again will display remarkable facility for fitting varied fears and resentments into approved formats for complaining. They do not, of course, systematically think through this device for circumventing the rejections implicit in legalistic adjustment procedures. Their behavior is, rather, an unconscious response to the social situation created by the prevailing approach to grievances.[16]

Once the terms of the union contract have defined those items which may be considered as the basis of grievances, the worker who has a complaint that does not fit into the scope of the contract can do only one of two things. First, he can forget about the complaint and absorb it into his system, or secondly, he can disguise the symptoms of the complaint to meet the standards set forth in the contract. In every case, it is the contract limited grievance to those

---

16. Ibid.

matters that pertain only to wages, hours and working conditions (see example on page 16), how would an employee present a grievance that was based on favoritism? In this hypothetical case, Jones thought he was the one most deserving of the promotion and believed that without doubt he would get the new job. But on the day that promotion was announced, it was not he who was promoted but rather Smith who was assigned to the new job. Jones has a grievance, his attitude is poor, the quality of his work declines, but in this case the contract does not give him grounds for true expression of his complaint. His only recourse is to "doctor the evidence." In all probability he will complain about the working conditions. Here again the grievance may not be justified according to the terms of the contract, but, nevertheless, the symptoms and results of the grievance are present and are plaguing management.

From the results of the work done at the Hawthorne Works of the Western Electric Company, Roethlisberger and Dickson were able to list three types of complaints that the workers made, differentiating each as to the content.[17]

The first type of complaint referred to tangible objects in terms that could be defined by the workers or engineers and were capable of being tested by physical

---

[17] E. J. Roethlisberger and W. J. Dickson, Management and the Worker, Cambridge: Harvard University Press, 1950, pp. 255-269.

matters that pertain only to wages, hours and working conditions (see example on page 16), how would an employee present a grievance that was based on favoritism? In this hypothetical case, Jones thought he was the one most deserving of the promotion and believed that without doubt he would get the new job. But on the day that promotion was announced, it was not he who was promoted but rather Smith who was assigned to the new job. Jones has a grievance, his attitude is poor, the quality of his work declines, but in this case the contract does not give him grounds for true expression of his complaint. His only recourse is to "doctor the evidence." In all probability he will complain about the working conditions. Here again the grievance may not be justified according to the terms of the contract, but, nevertheless, the symptoms and results of the grievance are present and are plaguing management.

From the results of the work done at the Hawthorne Works of the Western Electric Company, Roethlisberger and Dickson were able to list three types of complaints that the workers made, differentiating each as to the content.[17]

The first type of complaint referred to tangible objects in terms that could be defined by the workers or anyone who were capable of being tested by physical

---

17 F. J. Roethlisberger and W. J. Dickson, Management and the Worker, Cambridge: Harvard University Press, [illegible], pp. [illegible].

processes. An example of this type of complaint is usually stated as follows: "the machine is out of order; the tool is too dull"; and, other similar statements. This type of complaint is objective and is capable of being compared to some standard or norm.

The second type of complaint was not objective, but depended partly on the sensory experience based primarily on attendant reaction. A statement such as "it is too hot in here," or "this job is too hard" include terms that are biologically and socially determined. These complaints cannot be understood unless the background of the individual making the complaint is known. Seldom could this type of complaint be verified objectively. For example, a temperature of 65 degrees farenheit may be comfortable to some people, but it may be too cold for the comfort of another.

Roethlisberger and Dickson's third type of complaint discovered involved the hopes and fears of the workers. In order to agree on this type of complaint, it is necessary to restate the complaint in such a way that the terms used to describe the judgments will be acceptable to all. "The supervisor is a bully," "seniority doesn't count around here" formed the category of complaint that was most revealing to the investigators, because it showed not only the importance of determining what the workers felt but also the reasons for these feelings. In order to remedy the

processes. An example of this type of complaint is usually stated as follows: "The machine is out of order; the tool is too dull"; and, other similar statements. This type of complaint is objective and is capable of being compared to some standard or norm.

The second type of complaint was not objective, but depended partly on the sensory experience based primarily on attendant reaction. A statement such as "It is too hot in here," or "this job is too hard" include terms that are biologically and socially determined. These complaints cannot be understood unless the background of the individual making the complaint is known. Seldom could this type of complaint be verified objectively. For example, a temperature of 85 degrees Farenheit may be comfortable to some people, but it may be too cold for the comfort of another.

Roethlisberger and Dickson's third type of complaint discovered involved the hopes and fears of the workers. In order to agree on this type of complaint, it is necessary to restate the complaint in such a way that the terms used to describe the judgments will be acceptable to all. "The supervisor is a cully," "seniority doesn't count around here" formed the category of complaints that was most revealing [illegible] because it showed not only the "[illegible] of dissatisfaction, what the workers felt [illegible] [illegible] to [illegible]

conditions that caused such complaints, the investigators had to find out what the "latent content" of the complaint was. For instance, the statement "the supervisor is a bully" was made by an employee because the supervisor failed to say "good morning" to the help. Further questioning, however, revealed that the worker's dissatisfaction was based on his attitude toward everyone in authority rather than in the behavior of the supervisor about whom he complained.

Of the three types of complaints mentioned, the last category is the most difficult to evaluate. The difficulty in evaluation comes from the fact that unfortunately there is a mingling of fact and sentiment. Unluckily, this third type of complaint, (that with the hidden or "latent content") is the most prevalent. Skill is required to get at the bottom of the trouble. Interviewing is a technique used to get at the base of the hidden complaint to see what, if any, ground for complaint exists.

A grievance is always a grievance, and as Smith states, a grievance can never be completely smothered unless the true cause can be adjusted or eliminated.[18] The saying "an ounce of prevention is worth a pound of cure" was never more appropriate. Again, it is easier to put out the fire when it is a small blaze rather than wait until it gets to be a "four alarm" affair. In the earlier stages it is

---

[18] Smith, op. cit., pp. 95-102.

conditions that caused such complaints, the investigators had to find out what the "latent content" of the complaint was. For instance, the statement "the supervisor is a bully" was made by an employee because the supervisor failed to say "good morning" to the help. Further questioning, however, revealed that the worker's dissatisfaction was based on his attitude toward everyone in authority rather than in the behavior of the supervisor about whom he complained.

Of the three types of complaints mentioned, the last category is the most difficult to evaluate. The difficulty in evaluation comes from the fact that unfortunately there is a mingling of fact and sentiment. Unhappily, this third type of complaint, (that with the hidden or "latent content") is the most prevalent. Skill is required to get at the bottom of the trouble. Interviewing is a technique used to get at the base of the hidden complaint to see what, if any, ground for complaint exists.

A grievance is always a grievance, and as Smith states, a grievance can never be completely smothered unless the true cause can be adjusted or eliminated.[18] The saying "an ounce of prevention is worth a pound of cure" was never more appropriate. Again, it is easier to put out the fire when it is a small blaze rather than wait until it gets to be a "four alarm" affair. In the earlier stages it is

---

[18] Smith, op. cit., pp. 98-100.

probably correctly stated that most fires could be put out with a cup full of water applied in the right place. The analogy could be carried further, comparing the early detection of the symptoms of grievances and there correction with that of the early detection of mechanical troubles in a delicately balanced mechanism. Once the troubles are detected, they should be remedied, otherwise the trouble will spread throughout the entire mechanism. The parts in the mechanism are so interdependent that each depends on the operation of the other. In other words, each component part contributes to the overall effectiveness of the apparatus enabling it to function properly. Should one part develop a trouble, the trouble will spread to other parts, and soon the machine will not work. A suppressed grievance acts in the same manner.[19] If the original complaint is recognized and treated, then in all probability, the grievance is cured. However, if the symptoms are not spotted or if they are not given legal status, then the grievance will be expressed in some other manner. The trouble will spread, and soon there will be a mal-function, which might very easily result in a strike.

---

[19] Selekman, op. cit. For an example of a case study of a suppressed grievance see pages 86-87 in Selekman's book, Labor Relations and Human Relations.

probably correctly stated that most fires could be put out with a cup full of water applied in the right place. The analogy could be carried further, comparing the early detection of the symptoms of grievances and their correction with that of the early detection of mechanical troubles in a delicately balanced mechanism. Once the troubles are detected, they should be remedied, otherwise the trouble will spread throughout the entire mechanism. The parts in the mechanism are so interdependent that each depends on the operation of the other. In other words, each component part contributes to the overall effectiveness of the apparatus enabling it to function properly. Should one part develop a trouble, the trouble will spread to other parts, and soon the machine will not work. A suppressed grievance acts in the same manner.[19] If the original complaint is recognized and treated, then in all probability, the grievance is cured. However, if the symptoms are not spotted or if they are not given legal status, then the grievance will be expressed in some other manner. The trouble will spread, and soon there will be a mal-function, which might very easily result in a strike.

---

[19] Selekman, op. cit. For an example of a case study of a suppressed grievance see pages 40-47 in Selekman's book, Labor relations and the human situation.

Importance to Management

The importance of grievances to management can never be underestimated. Grievances give an indication as to the overall health of the organization. An analysis of grievances can provide both the supervisor and the company with valuable information on which to base corrective action so that labor relations can be improved. An aggrieved employee is an expensive luxury, one which most companies cannot and should not afford. In many respects, the grievance is just as important to management as it is to the worker. Grievance procedures can bring to management's attention conditions of which they are not aware.

The manner in which management handles the grievance has a very great effect on the morale of the company employees. Parker C. Williams, who is director of industrial relations for the White Motor Company, has this to say about the company's conduct of grievance procedures:[20]

> To a reasonable employee, a grievance is a most important matter, and the way it is handled often impresses the employee for good or bad - something long remembered and can often spell the difference between developing a cooperative employee and one who is disgruntled and becomes a source of trouble.

The White Motor Company believes that prompt and considerate handling of grievances will maintain worker loyalty and

---

[20] Parker C. Williams, "Ways to Handle and Prevent Grievances", Factory Management and Maintenance, December, 1947, pp. 234 ff.

Importance to management

The importance of grievances to management can never be underestimated. Grievances give an indication as to the overall health of the organization. An analysis of grievances can provide both the supervisor and the company with valuable information on which to base corrective action so that labor relations can be improved. In supervised employee is an expensive luxury, one which most companies cannot and should not afford. In many respects, the grievance is just as important to management as it is to the worker. Grievance procedures can bring to management's attention conditions of which they are not aware.

The manner in which management handles the grievance has a very great effect on the morale of the company employees. Parker C. Williams, who is director of industrial relations for the Ford Motor Company, has this to say about the company's conduct of grievance procedures:[20]

> To a reasonable employee, a grievance is a most important matter, and the way it is handled often impresses the employee for good or bad - sometimes long remembered and can offset a small one difference between developing a cooperative employee and one who is disgruntled and becomes a source of trouble.

The [illegible] many [illegible] that [illegible] are [illegible]

[illegible] Williams, [illegible] Grievance [illegible]

will prevent the employees from taking their grievances to union meetings for sympathy and understanding.

Management becomes financially involved in grievances when they are not handled properly. Human relations in the industrial situation becomes a very vital problem, and the human machine is a very delicate one which requires constant attention and adjustment if it is to function properly. If the workers have grievances that are not settled and remain sore spots, then production will be affected and management becomes vitally concerned. Some of the results of poor handling of grievances are listed as follows; (1) low productivity by the work force, (2) high absenteeism, (3) poor care and maintenance of equipment, (4) high labor turnover, (5) lack of respect for the supervisors, and, (6) low overall morale.[21]

The expression of grievances can and does serve management, if the symptoms are recognized and are handled properly. The voicing of a grievance brings to the attention of management an area of weakness which needs attention. Corrective action can be taken in order to eliminate the source of irritation. This is highly desirable in that it results in constant improvement of labor relations and factory conditions.[22] One of the reasons for placing men

---

[21] Smith, op. cit., pp. 95-102.

[22] Harold B. Maynard, Effective Foremanship, New York: McGraw-Hill Book Company, 1941, p. 51.

will prevent the employees from taking their grievances to union meetings for sympathy and understanding.

Management becomes financially involved in grievances when they are not handled properly. Human relations in the industrial situation becomes a very vital problem, and the human machine is a very delicate one which requires constant attention and adjustment if it is to function properly. If the workers have grievances that are not settled and remain sore spots, then production will be affected and management becomes vitally concerned. Some of the results of poor handling of grievances are listed as follows; (1) low productivity by the work force, (2) high absenteism, (3) poor care and maintenance of equipment, (4) high labor turnover, (5) lack of respect for the supervisors, and, (6) low overall morale.[21]

The expression of grievances can and does serve management, if the symptoms are recognized and are handled properly. The voicing of a grievance brings to the attention of management an area of weakness which needs attention. Corrective action can be taken in order to eliminate the source of irritation. This is highly desirable in that it results in continued improvement of labor relations and [illegible] [illegible] of the reasons for filing [illegible]

[illegible], op. cit., pp. 5-102.

[illegible] Company, [illegible], New York: [illegible]

in foremanship positions, according to Gardiner, is to have a representative of management nearby so that the work force can come to him with their questions, complaints, and information. By doing this, the company has its "finger on the pulse" so to speak, and is able to change existing conditions or explain policies so that misunderstandings can be cleared up.

Further studies of grievances can provide management with additional information. If, for example, complaints are coming from all over the company, then Pigors and Myers say that the fault is probably in some area of major policy. However, if the complaints are limited to only a few areas, then the situation indicated that either work conditions or supervision needs attention.[23] Management should always realize that the handling of grievances is an expensive and time-consuming proposition, and that supervisors can do much to eliminate unecessary expense involved in grievance handling by early recognition of symptoms and their treatment so as to prevent their becoming formalized complaints. The supervisor is management's closest representative to the work situation, and being in this position he is best able to take corrective action to alleviate the troubled spots.

---

[23] Pigors and Myers, op. cit., p. 109.

in foremanship positions, according to Gardiner, is to have a representative of management nearby so that the work force can come to him with their questions, complaints, and information. By doing this, the company has its "finger on the pulse" so to speak, and is able to change existing conditions or explain policies so that misunderstandings can be cleared up.

Further studies of grievances can provide management with additional information. If, for example, complaints are coming from all over the company, then Pigors and Myers say that the fault is probably in some area of major policy. However, if the complaints are limited to only a few areas, then the situation indicated that either work conditions or supervision needs attention.[23] Management should always realize that the handling of grievances is an expensive and time-consuming proposition, and that supervisors can do much to eliminate unnecessary expense involved in grievance handling by early recognition of symptoms and their treatment so as to prevent their becoming formalized complaints. The supervisor is management's closest representative to the work situation, and being in this position he is [illegible] to take corrective [illegible] to alleviate the [illegible].

---

[23] [illegible] op. cit., p. 150.

It must be remembered that labor relations are human relations, and, as such, will be dynamic. Never will the situation become static. It does not appear that there will ever be an end to grievances. Because of the human element, and the pressures that it is capable of exerting, the relationships will always remain fluid and will be continuously changing. The number of grievances may be influenced by any number of factors which will keep the relationship in a dynamic setting. Some of the contributing factors are; (1) the militancy of the union, (2) the number of recent changes in the wording of the agreement, (3) the rate of technological change, (4) the type of seniority clause, (5) the existence of piece rate or incentive system.[24] Grievances may be pressed that cannot be justified. In times of full employment, such as during the years of World War II, labor unions may encourage their members to press grievances primarily to make management aware that they still exist. Even this type of grievance cannot be overlooked, and these situations must be handled just as tactfully as if the grievance actually existed.[25]

The supervisor is management's closest representative to the work force. By the nearness of his association with the workers, he is able to see changes in their behaviors and detect attitudes that might be indicative of

---

[24] Lester, op. cit., p. 263.
[25] Gardiner, op. cit., p. 46.

It must be remembered that labor relations are human relations, and, as such, will be dynamic. Never will the situation become static. It does not appear that there will ever be an end to grievances. Because of the human element, and the pressures that it is capable of exerting, the relationships will always remain fluid and will be continuously changing. The number of grievances may be influenced by any number of factors which will keep the relationship in a dynamic setting. Some of the contributing factors are: (1) the militancy of the union, (2) the number of recent changes in the wording of the agreement, (3) the rate of technological change, (4) the type of seniority clause, (5) the existence of piece rate or incentive system.[24] Grievances may be pressed that cannot be justified. In times of full employment, such as during the years of World War II, labor unions may encourage their members to press grievances primarily to make management aware that they still exist. Even this type of grievance cannot be overlooked, and these situations must be handled just as readily as if the grievance actually existed.[25]

The superviser in management's element representative to the outer force. By the nature of his association with a [illegible], [illegible] in their [illegible] [illegible] because that [illegible] of

the workers dissatisfaction with the existing conditions. If the supervisor can be trained to spot these symptoms, and then to find out what are the basic causes of the difficulties, he can help management considerably by making changes that would alter conditions that are causing complaints. These changes, if made promptly and accurately, would help to eliminate much of the formalized grievance procedure and its attendant high cost to management. More than just a reduction in cost of the grievance procedures would be accomplished, for efficiency would be raised and production would also be increased.

Importance to the Navy

The naval situation is similar to the industrial situation. The confined quarters aboard ship, and the constant twenty four hour per day association with none but shipmates increases the likelihood of grievances arising. The naval situation is particularly difficult because normally the enlisted man has no one outside the Navy with whom to discuss his problems. He lacks the chance to talk to outsiders and to get their points of view. You can realize the difficulty of the situation when you stop to think that during World War II it was not at all unusual for ships to get under way and stay at sea for as long as sixty days without making port. During the period at sea,

the workers dissatisfaction with the existing conditions. If the supervisor can be trained to spot these symptoms, and then to find out what are the basic causes of the difficulties, he can help management considerably by making changes that would alter conditions that are causing complaints. These changes, if made promptly and accurately, would help to eliminate much of the formalized grievance procedure and its attendant high cost to management. More than just a reduction in cost of the grievance procedures would be accomplished, for efficiency would be raised and production would also be increased.

Importance to the Navy

The naval situation is similar to the industrial situation. The confined quarters aboard ship, and the constant twenty four hour per day association with none but shipmates increases the likelihood of grievances arising. The naval situation is particularly difficult because normally the enlisted man has no one outside the Navy with whom to discuss his problems. He lacks the chance to talk to outsiders and to get their points of view. You can realize the difficulty of the situation when you stop to think that work is forty per . It was not at all unusual for enlisted to get under way and stay at sea for as long as [illegible] working week. [illegible] see,

the sailor lives, eats, and sleeps with the crew of the ship. Seldom is he provided with the opportunity to unload his troubles, and, hence loses the chance to unburden himself to a sympathetic listener.

Morale is of prime importance in the naval situation. High morale in the naval situation is expressed in the same manner as it is in the industrial situation. The crew is efficient, and it is happy. This is the situation that the commanding officer strives for, a condition that is hard to build, and after having been built, needs constant attention so that structure will not topple. It has often been said that the building up of morale is a long and time consuming process. It has been also said that the reverse process, the tearing down of morale, is a much more rapid process.

As in the industrial situation, an aggrieved sailor is an expensive luxury. The same symptoms will be in the military situation as in the industrial situation. The evidences of grievances and their poor handling are such things as the following:

1. low productivity by the crew
2. poor care and maintenance of equipment
3. low overall morale
4. failure of people to re-enlist in the service
5. loss of respect for their superiors.

the sailor lives, eats, and sleeps with the crew of the ship. Seldom is he provided with the opportunity to unload his troubles, and, hence loses the chance to unburden himself to a sympathetic listener.

Morale is of prime importance in the naval situation. High morale in the naval situation is expressed in the same manner as it is in the industrial situation. The crew is efficient, and it is happy. This is the situation that the commanding officer strives for, a condition that is hard to build, and after having been built, needs constant attention so that structure will not topple. It has often been said that the building up of morale is a long and time consuming process. It has been also said that the reverse process, the tearing down of morale, is a much more rapid process.

As in the industrial situation, an aggrieved sailor is an expensive luxury. The same symptoms will be in the military situation as in the industrial situation. The evidences of grievances and their poor handling are such things as the following:

1. Low productivity by the crew
2. Poor care and maintenance of equipment
3. Low overall morale
4. Failure of a man to be satisfied in the service
5. Lack of interest in work assignments.

The evidence of grievances is of great importance in the naval situation. It is an indication that corrective action is necessary. The grievance brings to the attention of those in command, whether it be the division officer or the commanding officer, that there are weakensses in the organization that need correction. Corrective action can be taken by those responsible in order to eliminate the source of the complaint. The situation in which the command is able to take corrective action based on evidences or expressions of complaints is highly desirable in that it constantly strengthens the relationships between the officers and the crew, and it also helps greatly in building and maintaining high morale.

The Navy, too, becomes financially involved in grievances that are not handled properly. There is no doubt that improper handling of grievances has caused more than one sailor to fail to re-enlist. During his enlistment, the sailor has been trained to perform a task in the most efficient manner possible. The training can either be accomplished by on the job methods or by sending him to school. Schooling and training are both expensive and should not be wasted. This means that whenever a man fails to re-enlist, the Navy has not only lost a good worker, but it has lost the expense of training the individual and in addition must train another individual to take his place.

The evidence of grievances is of great importance in the naval situation. It is an indication that corrective action is necessary. The grievance brings to the attention of those in command, whether it be the division officer or the commanding officer, that there are weaknesses in the organization that need correction. Corrective action can be taken by those responsible in order to eliminate the source of the complaint. The situation in which the command is able to take corrective action based on evidences or expressions of complaints is highly desirable in that it constantly strengthens the relationships between the officers and the crew, and it also helps greatly in building and maintaining high morale.

The navy, too, becomes financially involved in grievances that are not handled properly. There is no doubt that improper handling of grievances has caused more than one sailor to fail to re-enlist. During his enlistment, the sailor has been trained to perform a task in the most efficient manner possible. The training can either be accomplished by on the job methods or by sending him to school. Schooling and training are both expensive and [illegible] to [illegible]. This means that whenever a man fails to re-enlist, the navy has not only lost a good worker, but is now left to assume of training the individual and [illegible] another individual to do a job [illegible].

As can be seen, grievances and complaints become an indication of the overall health of the organization. The military commander has always this to remember - his mission is to defend the United States from all aggressors - and if there are situations in his command that prevent the crew from operating at peak performance, then those situations will have to be remedied in order that he may fulfill his mission to the best of his ability.

The enlisted man is afforded a chance to present his complaints to his commanding officer. Such procedure is formal and is similar to the industrial procedure. The procedure is time consuming and expensive. Again, in the naval situation, speed in handling the grievance is important. The purpose of this study is to investigate the possibility of teaching division officers interviewing techniques so that they can get at the facts in the case and take corrective action if it is within their authority. The division officer, like the supervisor, is closest to the men and can tell when the attitudes and emotions of his men indicate that corrective action is indicated. In this area the division officer can be of great assistance to his commanding officer. He is on the spot and can take corrective action before the grievance builds up to the point where it is damaging to the morale of the crew. There are two courses of action open to the division officer: first,

As can be seen, grievances and complaints become an indication of the overall health of the organization. The military commander has always this to remember - his mission is to defend the United States from all aggressors - and if there are situations in his command that prevent the crew from operating at peak performance, then those situations will have to be remedied in order that he may fulfill his mission to the best of his ability.

The enlisted man is afforded a chance to present his complaints to his commanding officer. Such procedure is formal and is similar to the industrial procedure. The procedure is time consuming, and expensive. Again, in the naval situation, speed in handling the grievance is important. The purpose of this study is to investigate the possibility of teaching division officers interviewing techniques so that they can get at the facts in the case and take corrective action if it is within their authority. The division officer, like the supervisor, is closest to the [illegible] and when the attitudes and actions of his [illegible] corrective action is limited. In this [illegible] division officer can be of great assistance to his commanding officer. [illegible] and take corrective [illegible] grievance [illegible] up to the point [illegible] are [illegible]

he can take corrective action if it is within his authority, and second, if it is without his authority, he can advise his superiors who can take the necessary corrective action.

As can be seen, grievances and complaints are of great importance in the naval situation. They affect combat efficiency, and in so doing, become of vital concern to all hands.

he can take corrective action if it is within his authority, and second, if it is without his authority, he can advise his superiors who can take the necessary corrective action.

As can be seen, grievances and complaints are of great importance in the naval situation. They affect combat efficiency, and in so doing, become of vital concern to all hands.

CHAPTER III

PRESENT STATUS OF GRIEVANCE PROCEDURES IN THE NAVY AND IN INDUSTRY

Introduction

There are numerous kinds of grievance machinery in operation in industry at the present time. In the unionized industry alone, Lester estimates that there are over 100,000 labor management contracts signed each year.[1] Lapp, however, is more conservative in estimating that in the year 1945 there were 50,000 labor-management contracts which contained some kind of provision for grievance handling.[2]

In addition to the above, which pertain only to unionized industry, there are also many procedures present in non-unionized companies. The conditions here instead of being spelled out in contracts are contained in company manuals of personnel principles and policies.[3]

The Navy situation is similar to the non-unionized procedure in that the grievance procedures become a matter

---

[1] Richard A. Lester, Labor and Industrial Relations, New York:The MacMillan Company, 1941, p. 161.

[2] John A. Lapp, How To Handle Labor Grievances, Deep River: National Foreman's Institute Inc., 1945, p. 24.

[3] "Grievance Procedures in Non-unionized Industries," National Industrial Conference Board Inc., Report No. 109, pp. 8-9.

CHAPTER III

PRESENT STATUS OF GRIEVANCE PROCEDURES IN THE NAVY AND IN INDUSTRY

Introduction

There are numerous kinds of grievance machinery in operation in industry at the present time. In the unionized industry alone, Lester estimates that there are over 100,000 labor management contracts signed each year.[1] Lapp, however, is more conservative in estimating that in the year 1945 there were 50,000 labor-management contracts which contained some kind of provision for grievance handling.[2]

In addition to the above, which pertain only to unionized industry, there are also many procedures present in non-unionized companies. The conditions here instead of being spelled out in contracts are contained in company manuals of personnel principles and policies.[3]

The navy situation is similar to the non-unionized procedure in that the grievance procedures become a matter

---

[1] Richard A. Lester, Labor and Industrial Relations, New York: The Macmillan Company, 1951, p. 101.

[2] John R. Lapp, How To Handle Labor Grievances, Deep River: National Foreman's Institute Inc., 1945, p. 21.

[3] "Grievance Procedure in Non-unionized Industries," Industrial Conference Board Inc., Report No. 109, p. [illegible].

of personnel policy within the command. Although not spelled out in detail, the regulations for the Navy do establish the right of the individual to express a grievance, but leave the administrative procedures to the discretion of the local commander.

Although the procedures are many in number, they all have a common goal - that goal being to give the employee a channel of communication for the expression of complaints to management. The grievance procedures do, however, differ in some respects. The two major points of difference are these; first, the procedures will differ in the number of steps outlined; and, secondly, the machinery will differ in the details involved in the steps. These differences are only to be expected because the size of the company will have a great deal to do with organization of the grievance procedures.

The study will be concerned mostly with the details of the first step in the grievance procedures, because it is here that the supervisor and division officer play such an important part. A typical five step grievance procedure will, however, be presented so that the reader will have a picture of the overall process.

Grievance procedures for the Navy, unionized, and non-unionized industry will be presented. In each of the cases, the formal aspects of the grievance procedures will

of personnel policy within the command. Although not spelled out in detail, the regulations for the Navy do establish the right of the individual to express a grievance, but leave the administrative procedures to the discretion of the local commander.

Although the procedures are many in number, they all have a common goal - that goal being to give the employee a channel of communication for the expression of complaints to management. The grievance procedures do, however, differ in some respects. The two major points of difference are these; first, the procedures will differ in the number of steps outlined; and, secondly, the method will differ in the details involved in the steps. These differences are only to be expected because the size of the company will have a great deal to do with organization of the grievance procedures.

The study will be concerned mostly with the details of the first step in the grievance procedures, because it is here that the supervisor and division officer play such an important part. A typical five step grievance procedure will, however, be presented so that the reader will have a picture of the overall process.

Grievance procedures for the Navy, unions, and [illegible]
[illegible]

only be discussed, and they will be discussed only as they apply to the operative employee. No attempt will be made to discuss grievance procedures as they apply to "white collar" workers, or as they apply to management when it has a grievance against the work force.

General Background

In the writings of Lapp,[4] there are indications that formal grievance procedures date back to 1892. In the year 1892, the Chicago Publishers Association and the Typographical Union signed an agreement which contained the following phrase "that all disputes arising out of the interpretation of the contract should be settled by conciliation and arbitration." The Chicago agreement of 1892 was followed on a national scale when in 1901 the International Typographical Union and the American Newspaper Publishers Association signed a contract that provided for a nationwide plan for the settlement of disputes. Because of the hard coal strike in 1902, the Anthracite Strike Commission ordered the coal industry to establish "satisfactory methods for the adjustment of grievances that may arise from time to time to the end that strikes and lockouts may be unnecessary." The flint glass industry followed in 1903

---

[4] Lapp, op. cit., pp. 9-22.

only be discussed, and they will be discussed only as they apply to the operative employee. No attempt will be made to discuss grievance procedures as they apply to "white collar" workers, or as they apply to management when it has a grievance against the work force.

General Background

In the writings of Lapp,[4] there are indications that formal grievance procedures date back to 1892. In the year 1892, the Chicago Publishers Association and the Typographical Union signed an agreement which contained the following phrase "that all disputes arising out of the interpretation of the contract should be settled by conciliation and arbitration." The Chicago agreement of 1892 was followed on a national scale when in 1901 the International Typographical Union and the American Newspaper Publishers Association signed a contract that provided for a nationwide plan for the settlement of disputes. Because of the hard coal strike in 1902, the Anthracite Strike Commission ordered the coal industry to establish "satisfactory methods for the adjustment of grievances that may arise from time to time on the and that strikes and lockouts may be unnecessary." The printing trades industry followed in 1903

---

[4] Lapp, op. cit., p. 1-22.

when they established a process which provided for the following steps in an attempt to settle grievances:

1. The employee and his foreman
2. The union business committee and the department head
3. The business committee and the plant superintendent
4. The local union committee, the plant superintendent, and his superior
5. The national president of the union or his representative, and the proper officials of the company
6. The national joint conference whose decision is final and binding

Following the Flint Glass Industry, the next, and probably the most significant step in the development of grievance procedures, was that contained in the agreement between the Hart, Schaffner, and Marx Company and the clothing workers in Chicago. The organization of this plan, which is one of the best, deserves detailed explanation.

In 1910, the workers in the clothing industry walked out of the shops in which they worked. An investigation into the cause of the strike revealed that it was not one single grievance that caused the walkout, but it was the accumulation of a mass of grievances which had not been settled. As a result of this, the Hart, Shaffner, and Marx Company and the clothing workers signed a contract in 1911 which contained a democratic method for settling grievances.

when they established a process which provided for the following steps in an attempt to settle grievances:

1. The employee and his foreman
2. The union business committee and the department head
3. The business committee and the plant superintendent
4. The local union committee, the plant superintendent, and his superior
5. The national president of the union or his representative, and the proper officials of the company
6. The national joint conference whose decision is final and binding

Following the Flint Glass Industry, the next, and probably the most significant step in the development of grievance procedures, was that contained in the agreement between the Hart, Schaffner, and Marx Company and the clothing workers in Chicago. The organization of this plan, which is one of the best, deserves detailed explanation.

In 1910, the workers in the clothing industry walked out of the shops in which they worked. An investigation into the cause of the strike revealed that it was not one single grievance that caused the walkout, but it was the accumulation of a mass of grievances which had not been settled. As a result of this, the Hart, Schaffner, and Marx company and the clothing workers signed a contract in 1911 which contained a comprehensive method of settling grievances.

The company set up a labor complaints department and two boards, the trade board and the arbitration board, which were to handle the grievances of the workers. The plan has worked so well that the boards are still in existence.

The steel industry was slower in establishing its grievance machinery. It was not until the widespread strike of 1919 that the steel industry became aware of the importance of grievances. In that strike, as in the case of the clothing workers strike of 1910, the cause was an accumulation of unsettled, suppressed grievances. The lesson was learned, and grievance machinery was established in that industry.

During the 1920's, management began to sense that the major cause for their workers unrest was their own failure to provide the workers with channels which could be used to express their complaints to higher officials. To accomplish their objectives, management set up employee representation plans to handle grievances. Although this type of plan did handle the grievance more quickly, and it helped to reduce the arbitrary powers of the supervisor, the workers did not have the unions back of them and consequently did not want to jeopardize their positions by using the system.

The discussion has so far carried the history of grievance procedure through the 1920's. The following

The company set up a labor complaints department and two boards, the trade board and the arbitration board, which were to handle the grievances of the workers. The plan has worked so well that the boards are still in existence.

The steel industry was slower in establishing its grievance machinery. It was not until the widespread strike of 1919 that the steel industry became aware of the importance of grievances. In that strike, as in the case of the clothing workers strike of 1910, the cause was an accumulation of unsettled, suppressed grievances. The lesson was learned, and grievance machinery was established in that industry.

During the 1920's, management began to sense that the major cause for their workers unrest was their own failure to provide the workers with channels which could be used to express their complaints to higher officials. To accomplish their objectives, management set up employee representation plans to handle grievances. Although this type of plan did handle the grievance more quickly, and it helped to reduce the arbitrary powers of the supervisor, the workers did not have the unions behind them and consequently did not want to jeopardize their positions by using the system.

The discussion has so far carried the history of [illegible] to 1935. The [illegible]

discussion will cover the later developments of grievance procedures and their current application in the Navy, unionized, and non-unionized industry.

The presentation of grievances in industry has become fairly standardized. In unionized industry, the process can involve from one to seven steps.[5] On the other hand, non-unionized procedures vary from two to six steps.[6] The size of the organization appears to be the criterion for determining the number of steps involved. Small companies will usually set up grievance procedures that will contain only two or three steps, while large firms will have contracts or personnel policies that will stipulate six or seven steps to be followed. Other factors which contribute to the number of steps contained in the procedures are listed as follows: (1) the size and organization of the bargaining unit, (2) the number of managerial levels, and (3) union and management policies of delegating authority to their representatives.[7]

---

[5] "Grievance and Arbitration Procisions," U. S. Department of Labor, Bureau of Labor Statistics, Bulletin No. 908-16, U. S. Government Printing Office, 1950, pp. 22-26.

[6] National Industrial Conference Board, Inc., op. cit., p. 8.

[7] U. S. Department of Labor, op. cit., p. 22.

discussion will cover the later developments of grievance procedures and their current application in the Navy, unionized, and non-unionized industry.

The presentation of grievances in industry has become fairly standardized. In unionized industry, the process can involve from one to seven steps.[5] On the other hand, non-unionized procedures vary from two to six steps.[6] The size of the organization appears to be the criterion for determining the number of steps involved. Small companies will usually set up grievance procedures that will contain only two or three steps, while large firms will have contracts or personnel policies that will stipulate six or seven steps to be followed. Other factors which contribute to the number of steps contained in the procedures are listed as follows: (1) the size and organization of the bargaining unit, (2) the number of managerial levels, and (3) union and management policies of delegating authority to their representatives.[7]

---

[5] "Grievance and Arbitration Procedures," U. S. Department of Labor, Bureau of Labor Statistics, Bulletin No. 905-15, . . . Government Printing Office, 1950, pp. 22-26.

[6] National Industrial Conference Board, Inc., op. cit., p. 9.

[7] S. Beaumont, op. cit., p. 22.

(1) The grievance is heard by the foreman or department head and the shop steward, together with the employee or employees involved.

(2) If not settled in step (1), the grievance is considered by the union steward, the chairman of the grievance committee, and the personnel manager or other management representative selected by him.

(3) If not settled in step (2), the grievance is considered by the entire grievance committee and the plant manager.

(4) If not settled in step (3), the grievance is considered by the plant manager and a designated representative of top management (usually someone from the company's industrial relations staff), together with an international representative of the union and the grievance committee.

(5) If not settled in step (4), the grievance is referred to an impartial arbitrator selected by the designated representatives of management and the union (or, as alternative, the final step may be referring the grievance to a board of conciliation or meditation, with one or more representatives of management and the union and a neutral member selected by both parties.)[8]

The foregoing will give an idea of the steps and procedures involved in the presentation and handling of grievances. The discussion that follows will not consider all the steps involved in the grievance process, but will be limited to a consideration of the first step in the chain of events. The discussion will consider primarily the role that the

---

[8] Russel L. Greenman and Elizabeth B. Greenman, Getting Along With Unions, New York: Harper & Brothers, 1947, p. 103.

(1) The grievance is heard by the foreman or department head and the shop steward, together with the employee or employees involved.

(2) If not settled in step (1), the grievance is considered by the union steward, the chairman of the grievance committee, and the personnel manager or other management representative selected by him.

(3) If not settled in step (2), the grievance is considered by the entire grievance committee and the plant manager.

(4) If not settled in step (3), the grievance is considered by the plant manager and a designated representative of top management (usually someone from the company's industrial relations staff), together with an international representative of the union and the grievance committee.

(5) If not settled in step (4), the grievance is referred to an impartial arbitrator selected by the designated representatives of management and the union (or, as alternative, the final step may be referring the grievance to a board of conciliation or mediation, with one or more representatives of management and the union and a neutral member selected by both parties.)[4]

The foregoing will give an idea of the steps and procedures involved in the presentation and handling of grievances. The discussion that follows will not consider all the steps involved in the grievance process, but will be limited to a consideration of the first step in the chain of events. A discussion will consider primarily the role that the

---

[4] Cassell, Op. cit., pp. 144-145 and Allen, op. cit., pp. 1-2.

supervisor has to play in the first step in the handling of grievances.

Current Procedures

Non-Unionized Company Procedures. First of all, in non-unionized industry as in unionized industry, there are differences in the scope of the meaning of the word grievance. Some firms place no limitation whatsoever as to what is to be considered as a grievance, while other companies will limit grievances and complaints to misunderstandings about interpretation of printed manuals of company personnel policies. To clarify the above, the following statements are quoted from a report made by the National Industrial Conference Board.[9] The first instance is one in which there is no limitation set as to what is to be considered as a grievance.

> A grievance procedure has been established so that any employee who feels that he has not been justly treated can bring his complaint or problem to the attention of management without fear of reprisal.

The second instance is one that is quoted from the personnel policies that have been established by a New England manufacturing company. In this case, the employer has limited grievance procedures to those areas that involve misinterpretation or misapplication of the established policies.

---

[9] National Industrial Conference Board Inc., op. cit., pp. 6-7.

supervisor has to play in the first step in the handling of grievances.

Current Procedures

Non-Unionized Company Procedures. First of all, in non-unionized industry as in unionized industry, there are differences in the scope of the meaning of the word grievance. Some firms place no limitation whatsoever as to what is to be considered as a grievance, while other companies will limit grievances and complaints to misunderstandings about interpretation of printed manuals of company personnel policies. To clarify the above, the following statements are quoted from a report made by the National Industrial Conference Board.[9] The first instance is one in which there is no limitation set as to what is to be considered as a grievance.

> A grievance procedure has been established so that any employee who feels that he has not been justly treated can bring his complaint or problem to the attention of management without fear of reprisal.

The second instance is one that is quoted from the personnel policies that have been established by a New England manufacturing company. In this case, the employer has limited grievance procedures to those areas that involve misinterpretation or misapplication of the established policies.

---

[9] National Industrial Conference Board Inc., op. cit., p. [illegible].

The limits that are involved are explained in a handbook that contains the company policy.

> The handbook you are now reading contains the general personnel policies of the company and any matters referred to in it are not considered subjects for grievances except on application or interpretation of these policies. If an employee believes he has a grievance which is actually covered by these policies or other company policies, the policies will be explained and necessarily must stand.
>
> Although this book contains all general personnel policies of the company, there are other policies and functions of management not included which relate to the conduct of the company's business. These include regular and customary decisions management makes at its discretion in order to carry out successfully its job, and these are not subject to grievance procedure.

As can be seen by the two above examples, there can be considerable variation as to what will be considered by management as grievance material.

The following discussion will pertain to the procedures that were outlined by some fifty-seven companies in non-unionized industry that were studied by the National Industrial Conference Board. The companies each may have different write-ups for their grievance procedures, but this study is concerned primarily with the first step and the role that the supervisor plays in that step.

Of the fifty-seven non-unionized companies studied by the Board, forty-nine of the companies had policies whereby the aggrieved employee first presented his complaint

The limits that are involved are explained in a handbook that contains the company policy.

> The handbook you are now reading contains the general personnel policies of the company and any matters referred to in it are not considered subjects for grievances except on application or interpretation of these policies. If an employee believes he has a grievance which is actually covered by these policies or other company policies, the policies will be explained and necessarily must stand.
>
> Although this book contains all general personnel policies of the company, there are other policies and functions of management not included which relate to the conduct of the company's business. These include regular and customary decisions management makes at its discretion in order to carry out successfully its job, and these are not subject to grievance procedure.

As can be seen by the two above examples, there can be considerable variation as to what will be considered by management as grievance material.

The following discussion will pertain to the procedures that were outlined by some fifty-seven companies in non-unionized industry that were studied by the National Industrial Conference Board. The companies each may have different write-ups for their grievance procedures, but this study is concerned primarily with the first step and the role that the supervisor plays in that step.

Of the fifty-seven non-unionized companies studied by the [illegible], forty-nine of the companies had policies [illegible] a grievance [illegible] presented his complaint

to his immediate supervisor. The other companies were divided as follows: two companies had their employees report their complaints directly to their department heads, another two companies had their workers report their grievances to employee representatives who discussed the merits of the grievance with the employee, and another two companies had the aggrieved laborer report his complaint directly to the plant superintendent. In the remaining two companies, the grievance was reported to the factory manager in one instance, and, in the second instance, it was reported to a junior executive. In the majority of the cases, the supervisor was the first management representative to whom the aggrieved employee presents his complaint. There are various reasons for this scheme. First of all, if the supervisor were to be by-passed, there would be considerable loss of prestige in the supervisor force. In the second place, it is desirable to have the supervisor handle the dissatisfactions first because the nature of most of the grievances is such that he can settle the majority of them with a minimum loss of time.[10] There are exceptions to the "foreman first" rule, and some of the companies waive this rule under special circumstances. An example of the special circumstance would be when the worker believes the foreman to be personally prejudiced in the complaint. The following

---

[10] Ibid., pp. 8-9.

to his immediate supervisor. The other companies were divided as follows: two companies had their employees report their complaints directly to their department heads, another two companies had their workers report their grievances to employee representatives who discussed the merits of the grievance with the employee, and another two companies had the aggrieved laborer report his complaint directly to the plant superintendent. In the remaining two companies, the grievance was reported to the factory manager in one instance, and, in the second instance, it was reported to a junior executive. In the majority of the cases, the supervisor was the first management representative to whom the aggrieved employee presents his complaint. There are various reasons for this scheme. First of all, if the supervisor were to be by-passed, there would be considerable loss of prestige in the supervisor force. In the second place, it is desirable to have the supervisor handle the dissatisfaction as first because the nature of most of the grievances is such that he can settle the majority of them with a minimum loss of time.[10] There are exceptions to the "foreman first" rule, and some of the companies waive this rule under special circumstances. An example of the special circumstance would be when the worker believes the foreman is personally involved in the complaint. The following

---

[10] Ibid., pp. [illegible].

are examples of the grievance instructions published by various companies.[11] In the first case, the worker is advised to go directly to his supervisor to discuss the complaint.

> First go to your foreman or supervisor and discuss the matter with him....

The second set of instructions explains to the worker that it is the supervisor's responsibility to aid in settling grievance matters.

> If things occur in the plant which trouble you go to your foreman first. It is part of his job - to help you in such matters....

The last example is one in which the laborer is permitted to by-pass the supervisor.

> If you have a grievance, you should take it up with your supervisor, but if a case arises where you cannot take it up with your supervisor, you may go to the personnel department representative.

Of the forty-nine companies which had provisions for presentation of the grievance first to the foreman, four of the companies gave the aggrieved employee the option of taking his complaint first to a member of the employee council or labor-management committee. The committee member counseled the aggrieved worker and, if requested, presented the complaint to the foreman for him.[12]

---

[11] Ibid., p. 9.

[12] Ibid., p. 10.

are examples of the grievance instructions published by various companies.[11] In the first case, the worker is advised to go directly to his supervisor to discuss the complaint.

> First go to your foreman or supervisor and discuss the matter with him....

The second set of instructions explains to the worker that it is the supervisor's responsibility to aid in settling grievance matters.

> If things occur in the plant which trouble you go to your foreman first. It is part of his job - to help you in such matters....

The last example is one in which the laborer is permitted to by-pass the supervisor.

> If you have a grievance, you should take it up with your supervisor, but if a case arises where you cannot take it up with your supervisor, you may go to the personnel department representative.

Of the forty-nine companies which had provisions for presentation of the grievance first to the foreman, four of the companies gave the aggrieved employee the option of taking his complaint first to a member of the employee council or labor-management committee. The committee member considered the aggrieved worker and, if requested, presented the complaint to the foreman for him.[12]

---

[11] [illegible]

[12] [illegible]

In forty-seven of the fifty-seven companies studied, a worker could have a fellow employee present his grievance for him. This was done because some of the workers thought that a more articulate representative would be better qualified to present the complaint and would be more likely to get a favorable settlement.[13]

As can be seen, the foreman or supervisor play a very important part in the handling of grievances in non-unionized industry. In eighty-six per cent of the companies studied, the foreman was the first management representative to receive the grievance. In fact, the foreman was such an important person that the cooperating companies in the survey presented the following suggestions in order to help the foreman in his job of grievance handling.

1. Be available to the aggrieved as soon as possible.

2. Provide a confidential setting for the discussion.

3. Let the worker speak first. Don't interrupt or 'explode'.

4. Get the whole story. Assemble all the facts.

5. Don't make snap decisions or promises that can't be kept. If an immediate answer is impossible, tell the employee when an answer will be given. Stick to this deadline.

---

[13] Ibid., pp. 10-11.

In forty-seven of the fifty-seven companies studied, a worker could have a fellow employee present his grievance for him. This was done because some of the workers thought that a more articulate representative would be better qualified to present the complaint and would be more likely to get a favorable settlement.[17]

As can be seen, the foreman or supervisor play a very important part in the handling of grievances in non-unionized industry. In eighty-six per cent of the companies studied, the foreman was the first management representative to receive the grievance. In fact, the foreman was such an important person that the cooperating companies in the survey presented the following suggestions in order to help the foreman in his job of grievance handling.

1. Be available to the aggrieved as soon as possible.

2. Provide a confidential setting for the discussion.

3. Let the worker speak first. Don't interrupt or 'explode'.

4. Get the whole story. Assemble all the facts.

5. Don't make snap decisions or promises that can't be kept. If an immediate answer is impossible, tell the employee when an answer will be given. Stick to this deadline.

---

[17] Ibid., pp. 10-11.

6. Weigh alternative solutions. Analyze each in terms of company policy and employee morale. Select the best alternative. If necessary, consult with superiors, using proper channels.

7. Inform the employee of your answer. Acknowledge the facts that support his case. Supply the facts about which he is ignorant or lacks understanding.

8. End the interview on a pleasant note. If he is still dissatisfied, inform him of his right to appeal higher.

9. Check up on the employee's progress and morale after the case has been closed.

10. Carry out any promises involved in the solution.[14]

The foregoing list explains fully the importance of the supervisor in the handling of grievance cases. In this instance, the supervisor uses the interview method to get the facts of the case so that he can take appropriate action in solving the problem.

Unionized Company Procedures. As in the non-unionized industry, there are several forms which can be used by the aggrieved worker to present his grievance to his foreman.

There are differences in opinion as to whether or not the employee should be permitted to present his grievance personally on the first step of the proceedings. The union would like to participate in the grievance machinery

---

[14] Ibid., p. 11.

6. Weigh alternative solutions. Analyze each in terms of company policy and employee morale. Select the best alternative. If necessary, consult with superiors, using proper channels.

7. Inform the employee of your answer. Acknowledge the facts that support his case. Supply the facts about which he is ignorant or lacks understanding.

8. End the interview on a pleasant note. If he is still dissatisfied, inform him of his right to appeal higher.

9. Check up on the employee's progress and morale after the case has been closed.

10. Carry out any promises involved in the solution.[12]

The foregoing list explains fully the importance of the supervisor in the handling of grievance cases. In this instance, the supervisor uses the interview method to get the facts of the case so that he can take appropriate action in solving the problem.

Unionized Company Procedures. As in the non-unionized industry, there are several forms which can be used by the aggrieved worker to present his grievance to his foreman.

There are differences in opinion as to whether or not the employee should be permitted to present his grievance personally on the first step of the procedures. The union would like to participate in the grievance machinery

---

[12] Idem., p. 11.

in all the steps in order to insure uniform enforcement and equitable administration of the contract. This, however, is not the only reason for the union's desire to participate in the first step of the grievance procedure. They state the following as some of the reasons for the union steward to be involved in the first step: (1) he is best qualified to represent the worker and will get the best settlement, and, (2) the union should have the opportunity to screen all complaints so that they could screen out unjustified complaints thereby saving valuable time.[15] In addition to the above reasons for the union's desire to participate, Pfiffner lists the following: after aggressive and militant unionism has won a long and hard fought battle with an industry not previously unionized, the relationships between the company and the union will remain militant and filled with distrust for many years, and in these circumstances the union will do everything in its power to cement its relations with the employees. The union will want to be present at all grievances procedures so that they can prevent any attempt by management to drive a wedge between the workers and the union.[16] The union is

---

[15] U. S. Department of Labor, op. cit., p. 12.

[16] John M. Pfiffner, The Supervision of Personnel New York: Prentice-Hall Inc., 1951, p. 375.

in all the steps in order to insure uniform enforcement and equitable administration of the contract. This, however, is not the only reason for the union's desire to participate in the first step of the grievance procedure. They state the following as some of the reasons for the union steward to be involved in the first step: (1) he is best qualified to represent the worker and will get the best settlement, and, (2) the union should have the opportunity to screen all complaints so that they could screen out unjustified complaints thereby saving valuable time.[15] In addition to the above reasons for the union's desire to participate, Pfiffner lists the following: after aggressive and militant unionism has won a long and hard fought battle with an industry not previously unionized, the relationship between the company and the union will remain militant and filled with distrust for many years, and in these circumstances the union will do everything in its power to cement its relations with the employees. The union will want to be present at all grievance procedures so that they can prevent any attempt by management to drive a wedge between the workers and the union.[16] The union is

---

15. U. S. Department of Labor, op. cit., p. 12.

16. John M. Pfiffner, The Supervision of Personnel (New York: Prentice-Hall Inc., 1951, p. 37.

ever fearful of management attempting to gain the workers loyalty at the expense of loyalty to the union.

The order of presentation of the grievance differs in union contracts. In most all the cases, the supervisor is involved in the first step, and, as in non-unionized industry, becomes a very important member in the processing of grievances. The examples below will give the reader an idea of how grievances are presented in unionized industry and of the important part that the supervisor plays in the handling of grievances.

> Section I. Any employee, or group of employees having a grievance shall first present it to a committeeman who shall immediately present it to a department foreman in the presence of the aggrieved employee or group of employees; collectively they shall make every reasonable effort to effect a settlement satisfactory to the aggrieved employee or group of employees....[17]

The following is the manner in which the first step was set up in a contract involving the Linderme Tube Company of Euclid, Ohio.

> 2. First Step. This is the informal stage and a grievance may be handled by an employee and his foreman or through a member of the union shop committee and the foreman of the department involved....[18]

---

[17] Agreement between the Houghton Electric Company and United Automobile Workers AF of L Toledo, Ohio, May 12, 1950.

[18] Agreement between Linderme Tube Company and Federal Labor Union AF of L, Euclid, Ohio, Jan. 14, 1947.

over fearful of management attempting to gain the workers loyalty at the expense of loyalty to the union.

The order of presentation of the grievance differs in union contracts. In most all the cases, the supervisor is involved in the first step, and, as in non-unionized industry, becomes a very important member in the processing of grievances. The examples below will give the reader an idea of how grievances are presented in unionized industry and of the important part that the supervisor plays in the handling of grievances.

> Section 1. Any employee, or group of employees having a grievance shall first present it to a committeeman who shall immediately present it to a department foreman in the presence of the aggrieved employee or group of employees; collectively they shall make every reasonable effort to effect a settlement satisfactory to the aggrieved employee or group of employees....17

The following is the manner in which the first step was set up in a contract involving the Lindsrne Tube Company of Zanolie, Ohio.

> 2. First Step. This is the informal stage and a grievance may be handled by an employee and his foreman or through a member of the union shop committee and the foreman of the department involved....18

---

17 Agreement between the Longdon Electric Company and United Automobile Workers AF of L Toledo, Ohio, May 1, 1940.

18 Agreement between Lindsrne Tube Company and [illegible] Union [illegible], Zanolie, Ohio, [illegible], 1947.

The following contract permits the foreman and the aggrieved party to attempt to settle the grievance in an informal way before resorting to the formalized steps.

> Step 1. An employee (or group of employees) who has not been able to adjust an alleged grievance in an informal way, shall present such alleged grievance in written form to his foreman and discuss it in the presence of the appropriate Grievance Committeeman, if the employee involved so elects....[19]

The contract with the Martin-Parry Company sets up the grievance machinery in the following manner.

> Section 1. An employee having a grievance shall first present it to the department steward. If the department steward believes the employee to have a real grievance, same shall be reduced to writing in triplicate form and presented to the foreman of the department. The foreman, the employee, and the steward shall make every reasonable effort to effect a settlement, satisfactory to the aggrieved employee....[20]

The F. H. Lawson Company gives the foreman the first chance to attempt to settle the grievance.

> 27. Should any employee believe he or she has been unjustly dealt with, or that any provision of this agreement has been violated, the case should be taken to the foreman, superintendent, and next higher officer of the company, each in his respective order, by the shop committee.[21]

---

[19] Agreement between The Armco Steel Corp., Ashland Division, and The United Steel Workers of America, 1948.

[20] Agreement between the Martin-Parry Corporation, Toledo, Ohio and The United Automobile, Aircraft and Agricultural Implement Workers of America, June 1, 1948.

[21] Agreement between The F. H. Lawson Company and The International Assoc. of Machinists, Polishers, and Buffers, for 1950-1951.

The following contract permits the foreman and the aggrieved party to attempt to settle the grievance in an informal way before resorting to the formalized steps.

> Step 1. An employee (or group of employees) who has not been able to adjust an alleged grievance in an informal way, shall present such alleged grievance in written form to his foreman and discuss it in the presence of the appropriate Grievance Committeeman, if the employee involved so elects....[19]

The contract with the Martin-Perry Company sets up the grievance machinery in the following manner.

> Section 1. An employee having a grievance shall first present it to the department steward. If the department steward believes the employee to have a real grievance, same shall be reduced to writing in triplicate form and presented to the foreman of the department. The foreman, the employee, and the steward shall make every reasonable effort to effect a settlement, satisfactory to the aggrieved employee....[20]

The R. H. Larson Company gives the foreman the first chance to attempt to settle the grievance.

> 27. Should any employee believe he or she has been unjustly dealt with, or that any provision of this agreement has been violated, the case should be taken to the foreman, superintendent, and next higher officer of the company, each in his respective order, by the shop committee.[21]

---

[19] Agreement between the Lynch Steel Corp., Ashland [illegible], and the United Steel Workers of America, 1946.

[20] Agreement between the Martin-Perry Corporation, [illegible], and the United Automobile, Aircraft and Agricultural Implement Workers of America, June 1, 1946.

[21] [illegible] Company, [illegible], and the [illegible], [illegible], [illegible].

The union agreement between the Timken Roller Bearing Company and the United Steel Workers of America discussed the handling of grievances in the following manner.

> Any employee who has a complaint may discuss the alleged complaint with his immediate supervisor in an attempt to adjust it. Any such complaint not so adjusted shall constitute a grievance within the meaning of this article 'Adjustment of Grievances!'[22]

As can be seen, the procedures to be followed in the union contracts are numerous, and in each of the cases mentioned, the foreman is involved in the first step. In a study recently completed by the U. S. Department of Labor,[23] numerous procedures for the presentation of grievances were depicted, but, in no case did the procedures outlined for the first step by-pass the supervisor. It is fair to assume that the supervisor is involved in the first step in almost all systems devised for the handling of grievances.

A study of the union contracts on file with the Bureau of Business Research, The Ohio State University, Columbus, Ohio, revealed that in 208 union contracts out of the available 395, the aggrieved employee and the foreman were the two people involved in the first step. Although this 53% in unionized industry is not so high as the 86%

---

[22] Agreement between The Timken Roller Bearing Company and The United Steel Workers of America, 1947.

[23] U. S. Department of Labor, op. cit., pp. 13-15.

The union agreement between the Timken Roller Bearing Company and the United Steel Workers of America discussed the handling of grievances in the following manner.

> Any employee who has a complaint may discuss the alleged complaint with his immediate supervisor in an attempt to adjust it. Any such complaint not so adjusted shall constitute a grievance within the meaning of this article 'Adjustment of Grievances'.[22]

As can be seen, the procedures to be followed in the union contracts are numerous, and in each of the cases mentioned, the foreman is involved in the first step. In a study recently completed by the U. S. Department of Labor,[23] numerous procedures for the presentation of grievances were depicted, but, in no case did the procedures outlined for the first step by-pass the supervisor. It is fair to assume that the supervisor is involved in the first step in almost all systems devised for the handling of grievances.

A study of the union contracts on file with the Bureau of Business Research, The Ohio State University, Columbus, Ohio, revealed that in 200 union contracts out of the available 290, the aggrieved employee and the foreman were the two people involved in the first step. Although this [illegible] industry is not so high as the co-

---

[22] Agreement between the Timken Roller Bearing Company and the United Steel Workers of America, 1947, [illegible].

[23] U. S. Department of Labor, op. cit., pp. 13-1[illegible].

for non-unionized industry, the percentage is still impressive. The figure becomes very impressive when one stops to think that it becomes possible to process grievances 53% of the time without union representatives being involved in the process.

The above presentation will give the reader an idea of the grievance proceedings as they are carried out in the first step in unionized industry. As in non-unionized industry, the supervisor for unionized industrial firms becomes a very important managerial representative in the handling of grievances.

Naval Grievance Procedures

The grievance procedures for the military are most like those of the small industrial concern. As mentioned before, the grievance procedures are established by each commanding officer for the organization that he commands. The authority for the establishment is contained in the following article contained in the Navy Regulations.[24]

> 0709 The Commanding Officer
>
> 1. Use all proper means to promote the morale, and to preserve the morale and spiritual well being of the personnel under his command....
> .... 3. Afford an opportunity, with reasonable restrictions as to time and

---

[24] United States Navy Regulations 1948, Washington: United States Government Printing Office, Article 0709.

for non-unionized industry, the percentage is still impressive. The figure becomes very impressive when one stops to think that it becomes possible to process grievances 53% of the time without union representatives being involved in the process.

The above presentation will give the reader an idea of the grievance proceedings as they are carried out in the first step in unionized industry. As in non-unionized industry, the supervisor for unionized industrial firms becomes a very important managerial representative in the handling of grievances.

Naval Grievance Procedures

The grievance procedures for the military are most like those of the small industrial concern. As mentioned before, the grievance procedures are established by each commanding officer for the organization that he commands. The authority for the establishment is contained in the following article contained in the Navy Regulations.[24]

> (29)(2) The commanding officer
>
> 1. Use all proper means to promote the morale, and to preserve the moral and spiritual well being of the personnel under his command....
>
> .... 3. Afford an opportunity, with reasonable restrictions as to time and

---

24. Navy Regulations 1948, Department of the Navy, Washington, Office, Article 0121.

> place, for the personnel of his command to make requests, reports, or statements to him, and shall insure that they understand the procedures for making such requests, reports, and statements.

The procedure to follow out the above requirements is generally left to the commanding officer's discretion. The standard procedure is for the commanding officer to establish a request mast. This means that the personnel of the command are made aware that any complaints, grievances, or requests that they have can be made known to the commanding officer by the following process. A form is made available to the individual desiring the request mast. On the form the sailor states the nature of his complaint or request and presents it to his division office for signature. The division officer looks at the complaint, talks to the man, and returns the signed form to the sailor. The man next presents the form to the Administrative Officer, who, in turn presents it to the Executive Officer. The Executive Office advises the Commanding Officer of the sailors request mast form and makes an appointment for the sailor to see the commanding officer where the nature of the reason for the request can be aired.

The annual inspection by the Navy Inspector General affords another opportunity for the men of the command to present grievances. During this inspection, a special office is established where all hands are permitted to

> place, for the personnel of his command to make requests, reports, or statements to him, and shall insure that they understand the procedures for making such requests, reports, and statements.

The procedure to follow out the above requirements is generally left to the commanding officer's discretion. The standard procedure is for the commanding officer to establish a request mast. This means that the personnel of the command are made aware that any complaints, grievances, or requests that they have can be made known to the commanding officer by the following process. A form is made available to the individual desiring the request mast. On the form the sailor states the nature of his complaint or request and presents it to his division office for signature. The division officer looks at the complaint, talks to the man, and returns the signed form to the sailor. The man next presents the form to the Administrative Officer, who, in turn presents it to the Executive Officer. The Executive Officer a vises the Commanding Officer of the sailors request mast form and makes an appointment for the sailor to see the commanding officer where the nature of the reason for the request can be aired.

The annual inspection by the Navy Inspector General affords another opportunity for the man of the command to [illegible] grievances. During this inspection, a special [illegible] established where all hands are entitled to

present their troubles and complaints without fear of reprisal. The identity of the person presenting the grievance is never revealed. The local commanders are advised of the grievances so that they can take appropriate action. The purpose of this type of method for expression of grievances is to give the individual with the suppressed grievance a chance to air the complaint. In as much as his identity remains concealed, he has no fear of reprisal.

Importance of the First Step In Grievance Procedures

The very first step in the grievance procedure is usually a very informal one in which the employee presents his complaint to his immediate supervisor. The complaint is presented informally and an oral discussion follows. In many cases, the supervisor who is approachable and who listens sympathetically to the complaint can settle most grievances on the spot. Lapp estimates that nine-tenths are settled directly by the foreman if he has the power to effect the settlement.[25] Greene also indicates that "about ninety per cent of all grievances that are brought to the attention of the foreman are settled in this first stage."[26] In his discussion of the first step in grievance procedures, Lapp[27] points out that the first presentation of the griev-

[25] Lapp, op. cit., p. 91
[26] Greene, op. cit., p. 99.
[27] Lapp, op. cit., pp. 90-91.

present their troubles and complaints without fear of reprisal. The identity of the person presenting the grievance is never revealed. The local commanders are advised of the grievances so that they can take appropriate action.

The purpose of this type of method for expression of grievances is to give the individual with the suppressed grievance a chance to air the complaint. In as much as his identity remains concealed, he has no fear of reprisal.

<u>Importance of the First Step in Grievance Procedures</u>

The very first step in the grievance procedure is usually a very informal one in which the employee presents his complaint to his immediate supervisor. The complaint is presented informally and an oral discussion follows. In many cases, the supervisor who is approachable and who listens sympathetically to the complaint can settle most grievances on the spot. Lapp estimates that nine-tenths are settled directly by the foreman if he has the power to effect the settlement.[25] Greene also indicates that "about ninety per cent of all grievances that are brought to the attention of the foreman are settled in this first stage."[26] In a discussion of the first step in grievance procedures, [illegible] points out that the first presentation of the griev-

---

[25] Lapp, op. cit., p. 91
[26] Greene, op. cit., p. 70.
[illegible] [illegible], p. [illegible].

ance is usually oral, but it can be written. If the settlement is made by the supervisor, no further action is necessary, and no written record is made of the complaint. If, however, the dissatisfaction is not settled by the supervisor, then, in the majority of the cases, the grievance for the first time is reduced to writing and is referred to the next step in the process. The employee with the complaint has the option in union contracts of either presenting the complaint alone or accompanied by the union steward, but as was previously pointed out the employee presents the grievance by himself in the majority of the cases.

The importance of the supervisor in handling grievances in the first step has gained legal significance by the passage of the Labor-Management Relations Act of 1947 which modified section 9(a) of the National Labor Relations Act to read as follows:

> Provided, That any individual employee or group of employees shall have the right at any time to present grievances to their employer and to have such grievances adjusted, without the intervention of the bargaining agent, as long as the adjustment is not inconsistent with the terms of the collective-bargaining contract or agreement then in effect: Provided further, that the bargaining representative has been given opportunity to be present at such agreement.[28]

---

[28] Act of June 23, 1947, Public Law 101, 80th Congress 1st Session.

ance is usually oral, but it can be written. If the settlement is made by the supervisor, no further action is necessary, and no written record is made of the complaint. If, however, the dissatisfaction is not settled by the supervisor, then, in the majority of the cases, the grievance for the first time is reduced to writing and is referred to the next step in the process. The employee with the complaint has the option in union contracts of either presenting the complaint alone or accompanied by the union steward, but as was previously pointed out the employee presents the grievance by himself in the majority of the cases.

The importance of the supervisor in handling grievances in the first step has gained legal significance by the passage of the Labor-Management Relations Act of 1947 which modified section 9(a) of the National Labor Relations Act to read as follows:

> Provided, That any individual employee or group of employees shall have the right at any time to present grievances to their employer and to have such grievances adjusted, without the intervention of the bargaining agent, as long as the adjustment is not inconsistent with the terms of the collective-bargaining contract or agreement then in effect: Provided further, that the bargaining representative has been given opportunity to be present at such adjustment.[26]

---

[26] Act of June 23, 1947, Public Law 101, 80th Congress, 1st Session.

This section has been interpretated by management to mean that it should have the privilege of being present at the discussion of grievances by employees.[29] The result has been this. In most cases, an employee or a group of employees present a complaint directly to the supervisor with or without the union steward. The provisions of section 9(a), however, still provide that the union be given the opportunity to be present, and that the action taken by the company be consistent with the terms of the contract.

As was previously indicated, the supervisor and employee were the only participants in the first step in the grievance procedure in 86% of the time in non-unionized industry. Based on the information that it gathered, the National Industrial Conference Board stated that in thirty-eight out of the fifty-seven companies cooperating, 70% to 85% of the grievances were being settled in the first step of the grievance machinery.[30]

As has been indicated, the majority of grievances in industry are being settled in the first step. What are some of the principles being used to accomplish this end? How are supervisors being trained to handle this task? If the supervisor can settle grievances at the first level,

---

[29] Bulletin 908-16, U.S. Department of Labor, op. cit., p. 16.

[30] National Industrial Conference Board Inc., op. cit., p. 18.

This section has been interpretated by management to mean that it should have the privilege of being present at the discussion of grievances by employees.[29] The result has been this. In most cases, an employee or a group of employees present a complaint directly to the supervisor with or without the union steward. The provisions of section 9(a), however, still provide that the union be given the opportunity to be present, and that the action taken by the company be consistent with the terms of the contract.

As was previously indicated, the supervisor and employee were the only participants in the first step in the grievance procedure in 66% of the time in non-unionized industry. Based on the information that it gathered, the National Industrial Conference Board stated that in thirty-eight out of the fifty-seven companies cooperating, 70% to 89% of the grievances were being settled in the first step of the grievance machinery.[30]

As has been indicated, the majority of grievances in industry are being settled in the first step. What are some of the principles being used to accomplish this end? How are supervisors being trained to handle this task? The supervisor can settle grievances at the first level,

---

[29] Allison Dodds, op. cit., Department of Labor, 24.

[30] Ibid.

[31] National Industrial Conference Board, op. cit., 20.

and thereby reduce cost of carrying the grievance further in the process, certainly the methods used deserve some study.

Grievances are evidenced also in the Navy. In the following chapter, a study will be made of the methods used by supervisors in solving their grievances. It is hoped that the methods will have factors which can be applied in the naval situation.

and thereby reduce cost of carrying the grievance further in the process. certainly the methods used deserve some study.

Grievances are evidenced also in the Navy. In the following chapter, a study will be made of the methods used by supervisors in solving their grievances. It is hoped that the methods will have factors which can be applied in the naval situation.

CHAPTER IV

INTERVIEWING AND ITS APPLICATIONS AND USE IN THE FIRST STEP IN GRIEVANCE PROCEDURES

Background

Before discussing interviewing methods and rules, it is appropriate to have a practical knowledge of some of the uses that industry has made of the interviewing technique, and the importance of this device in dealing with grievance cases.

One must realize that there are similar situations in both unionized and non-unionized industry, that create conditions favorable to the settlement of grievances at the first level of supervision. As Williams states,[1] "friendliness and sincere interest in the welfare of an individual is not yet barred in any collective agreement with which I am familiar." The foregoing statement will serve to indicate management's awareness of the human relations problem involved in the industrial relations scene. It also serves to indicate that management has become aware of the dignity of the individual. Alex Bevelas[2] shows

---

[1] Parker C. Williams, "Ways to Handle Grievances," Factory Management and Maintenance, Dec. 1947, p. 234.

[2] Alex Bevelas, "Role Playing and Management Training," Sociatry, June, 1947, p. 183.

CHAPTER IV

INTERVIEWING AND ITS APPLICATIONS AND USE IN THE FIRST STEP IN GRIEVANCE PROCEDURES

Background

Before discussing interviewing methods and rules, it is appropriate to have a practical knowledge of some of the uses that industry has made of the interviewing technique, and the importance of this device in dealing with grievance cases.

One must realize that there are similar situations in both unionized and non-unionized industry, that create conditions favorable to the settlement of grievances at the first level of supervision. As Williams states,[1] "Friendliness and sincere interest in the welfare of an individual is not yet barred in any collective agreement with which I am familiar." The foregoing statement will serve to indicate management's awareness of the human relations problem involved in the industrial relations scene. It also serves to indicate that management has become aware of the dignity of the individual. Alex Sevelan[2] shows

---

[1] Parker C. Williams, "Ways to Handle Grievances," Factory Management and Maintenance, Dec. 1947, p. 93.

[2] Alex Sevelan, "Role Playing and Management Training," Foundry, June, 1947, p. 143.

in his writings that the greatest source of management's trouble can be traced to poor handling of human relations problems that exist within the company. Management has become very much interested in this problem and has set about to solve it. Evidences of the advance that management has made is seen in the great number of grievances that are now settled in the first step of the grievance procedure.

Management has realized that the supervisor is its closest representative to the work force, and, as such, the supervisor has been impressed with the importance of setting grievances at the first level of supervision. The Personnel Journal for December, 1949, contained the following statement:

> It is your (supervisor) responsibility to close out at your level as many issues as you possibly can.[3]

Gardiner, in his discussion of the grievance problem,[4] likewise points out the importance of the role that the foreman plays in the settlement of complaints. He points out that the supervisor is the logical management representative to handle grievance cases and cites as his reasons the following factors.

---

[3] "Grievances and The New Supervisor," Personnel Journal, December 1949, p. 248.

[4] Glenn Gardiner, How To Handle Grievances, New York: Elliott Service Company, 1943, p. 3.

in his writings that the greatest source of management's trouble can be traced to poor handling of human relations problems that exist within the company. Management has become very much interested in this problem and has set about to solve it. Evidences of the advance that management has made is seen in the great number of grievances that are now settled in the first step of the grievance procedure.

Management has realized that the supervisor is its closest representative to the work force, and, as such, the supervisor has been impressed with the importance of settling grievances at the first level of supervision. The Personnel Journal for December, 1949, contained the following statement:

> It is your (supervisor) responsibility to close out at your level as many issues as you possibly can.[3]

Gardiner, in his discussion of the grievance problem,[4] likewise points out the importance of the role that the foreman plays in the settlement of complaints. He points out that the supervisor is the logical management representative to handle grievance cases and cites as his reasons the following factors.

---

[3] "Grievances and the New Supervisor," Personnel Journal, December 1949, p. [illegible].

[4] [illegible], "How to Settle Grievances," New [illegible], [illegible], 1949, p. [illegible].

1. The supervisor is the worker's immediate boss and hence is in the best position to judge the validity of the complaint.

2. The supervisor or foreman is in a position to take immediate action if the correction or solution lies within the scope of his authority.

3. The supervisor should be given the first opportunity to settle the grievance before it is taken over his head. This gives the supervisorial job more prestige.

4. The supervisor should take care of the problems of his workers because it will create a better feeling between the supervisor and the workers if he settles the problem, rather than letting someone higher up in the organization effect the settlement.

5. The worker should have the privilege of appealing the supervisor's decision should he not be satisfied with the settlement.

To summarize, management has become aware of the importance of the position of the foreman, and the contribution that he can make in the prompt settlement of grievances. The foreman is in a position to settle most of the complaints, or, if he is aware of the symptoms of grievances, take corrective action which can remove the source of the irritation.

Current Industrial Practices

If, as has been stated, industry has realized the importance of the role that the supervisor plays in grievance machinery, then what are some of the instructions that

1. The supervisor is the worker's immediate boss and hence is in the best position to judge the validity of the complaint.

2. The supervisor or foreman is in a position to take immediate action if the correction or solution lies within the scope of his authority.

3. The supervisor should be given the first opportunity to settle the grievance before it is taken over his head. This gives the supervisorial job more prestige.

4. The supervisor should take care of the problems of his workers because it will create a better feeling between the supervisor and the workers if he settles the problem, rather than letting someone higher up in the organization effect the settlement.

5. The worker should have the privilege of appealing the supervisor's decision should he not be satisfied with the settlement.

To summarize, management has become aware of the importance of the position of the foreman, and the contribution that he can make in the prompt settlement of grievances. The foreman is in a position to settle most of the complaints, or, if he is aware of the symptoms of grievances, take corrective action which can remove the source of the irritation.

Current industrial practices

If, as has been stated, industry has realizes the [illegible] of the grievance [illegible] industry-[illegible] type, or what is some of the [illegible]

have been given to foremen and supervisors concerning the handling of complaints and grievances?

The examples listed below are based on instructions contained in manuals published by the various companies for use by their supervisors.

The Socony-Vacuum Oil Company, Inc., of New York has published a supervisor's handbook containing the following instructions regarding the handling of complaints.[5]

> 4. Discuss and settle employee problems as they arise.
> Most employee problems can be settled fairly and quickly if the supervisor will give them immediate and considerate attention. An approach which has been used successfully by many supervisors is suggested for this kind of situation.
>
> a. Get The Facts. - Review the record-find out what policies, rules, and customs apply-talk with the individual concerned-be a good listener-get the whole story.
>
> b. Weigh and Decide-Check practices and policies fit the facts together-consider their bearing on each other-consider what courses of action are possible - consider effect on individuals and group-don't jump at conclusions.
>
> c. Take Action - Do you need help in handling?-Watch the timing of your action-don't pass the buck-explain clearly the reasons for your action.

---

[5] Supervisor's handbook, Industrial Relations and Training, Eastern Marketing, Socony-Vacuum Oil Co., Inc., April 1949, pp. 9-10.

have been given to foremen and supervisors concerning the handling of complaints and grievances?

The examples listed below are based on instructions contained in manuals published by the various companies for use by their supervisors.

The Socony-Vacuum Oil Company, Inc., of New York has published a supervisor's handbook containing the following instructions regarding the handling of complaints.[5]

4. Discuss and settle employee problems as they arise.
Most simple problems can be settled fairly and quickly if the supervisor will give them immediate and considerate attention. An approach which has been used successfully by many supervisors is suggested for this kind of situation.

a. Get The Facts. - Solve the record-find out what policies, rules, and customs apply-talk with the individual concerned-be a good listener-get the whole story.

b. Weigh and Decide-Check practices and policies fit the facts together-consider their bearing on each other-consider what courses of action are possible - consider effect on individuals and group-don't jump at conclusions.

c. Take Action - Do you need help in handling-decide the timing of your action-don't pass the buck-explain clearly the reasons for your action.

---

[5] Supervisor's Handbook, Industrial Relations Department, Socony-Vacuum Oil Co., Inc., [illegible].

d. Check Results - How soon will you follow up? How often will you need to check? Watch for changes in attitudes and relationships - Did your action solve the problem?

The Aluminum Company of America also publishes a booklet for use by their foremen and it contains the following information.[6] The instructions list four areas involved in the handling of complaints. Only two of the areas will be presented, the others will be omitted because they repeat sections b, c, and d, of the above procedure.

Remember when handling grievances check these points.

1. Receive the grievance well
   Give the man a good hearing
   Give him your full attention
   Don't interrupt
   Ask questions
   Ask your man to repeat his story
   Repeat the essentials in your own words
   Assure him of prompt action

2. Get the facts
   Check every angle
   Check company policies and practices
   Check labor agreement
   Examine employee's record

Swift and Company had prepared a guide for use by their foremen which, although not as detailed as that prepared by the Aluminum Company of America, does give sound advice. The second, third, and fourth steps in the instructions have been omitted again because they are similar

---

[6] Handling Grievances, Training Department, Personnel Division, Aluminum Company of America, p. 9.

d. Check results - How soon will you follow up? How often will you need to check? Watch for changes in attitudes and relationships - Did your action solve the problem?

The Aluminum Company of America also publishes a booklet for use by their foremen and it contains the following information.[6] The instructions list four areas involved in the handling of complaints. Only two of the areas will be presented, the others will be omitted because they repeat sections b, c, and d, of the above procedure.

Remember when handling grievances check these points.

1. Receive the grievance well
   Give the man a good hearing
   Give him your full attention
   Don't interrupt
   Ask questions
   Ask your man to repeat his story
   Repeat the essentials in your own words
   Assure him of prompt action

2. Get the facts
   Check every angle
   Check company policies and practices
   Check labor agreement
   Examine employee's record

Swift and Company has prepared a guide for use by their foremen and, although not as detailed as that prepared by the Aluminum Company of America, does give sound advice. [illegible] and learn what is in the minds [illegible] Consider the [illegible]

[illegible] Remember, [illegible] interrupt [illegible] [illegible]

to those quoted above.

1. Get the facts
   a. Review the record
   b. Encourage the employee to tell his story
   c. Listen, discuss, don't argue, get opinions and feelings.[7]

As will be seen later, when interviewing methods and rules are discussed, the above instructions, although they do not mention interviewing specifically by name, do, however, use techniques established for interviewing.

The foregoing procedures were obtained from unionized companies. There are likewise standard procedures being followed in non-unionized industry. In the companies studied by the National Industrial Conference Board, the cooperators suggested ten general rules for handling grievances. The rules were listed in Chapter III, and, therefore, will not be repeated here.

When the people concerned with this aspect of labor relations were interviewed at the Ranco, Timken, and North American plants in Columbus, Ohio, it was learned that the procedures followed in handling grievances fitted very closely to the pattern already described. At the Ranco plant, Mr. L. E. Lenengood, the personnel director, indicated that, although the supervisors were not given formal training in interviewing techniques, he and his assistants

---

[7] Employee Relations, Swift and Company, pp. 24-28.

to those quoted above.

1. Get the facts
   a. Review the record
   b. Encourage the employee to tell his story
   c. Listen, discuss, don't argue, get opinions and feelings.[7]

As will be seen later, when interviewing methods and rules are discussed, the above instructions, although they do not mention interviewing specifically by name, do, however, use techniques established for interviewing.

The foregoing procedures were obtained from unionized companies. There are likewise standard procedures being followed in non-unionized industry. In the companies studied by the National Industrial Conference Board, the cooperators suggested ten general rules for handling grievances. The rules were listed in Chapter III, and, therefore, will not be repeated here.

When the people concerned with this aspect of labor relations were interviewed at the Ranco, Timken, and North American plants in Columbus, Ohio, it was learned that the procedures followed in handling grievances fitted very closely to the pattern already described. At the Ranco plant, Mr. L. F. Bengood, the personnel director, indicated that, although the supervisors were not given formal training in interviewing techniques, he and his assistants

---

[7] Pfiffner, Public Administration, Ronald and Company, pp. 45-50.

did give them informal instruction in interviewing techniques. He was pleased with the results of the informal training, stating that in the past six years his company had had less than 150 written complaints. He also said that in the majority of the cases that the foreman and the aggrieved employee were able to settle the complaints at the first level of supervision. He attributed the success in settling grievances to the informal training given to the supervisors, and said that at a later date he would like to establish the training on a formal basis.

The procedure followed at the Timken Factory, as explained by Mr. Fink, the factory personnel manager, was similar to that followed by Ranco. Here again the training was informal and the procedures described conform to a great degree with those set forth in most instructions for conducting interviews. Mr. Fink did not have statistics available that would indicate the success of the informal methods in solving grievances at the first level of supervision.

During a conversation with Mr. Dean Chatlin, who is in the industrial relations section at the North American Aviation Plant in Columbus, it was learned that their foremen were given formal training in the handling of grievances. During their eighty hour course, the supervisors are taught interviewing techniques and their application

did give them informal instruction in interviewing techniques. He was pleased with the results of the informal training, stating that in the past six years his company had had less than 150 written complaints. He also said that in the majority of the cases that the foreman and the aggrieved employee were able to settle the complaints at the first level of supervision. He attributed the success in settling grievances to the informal training given to the supervisors, and said that at a later date he would like to establish the training on a formal basis.

The procedure followed at the Timken factory, as explained by Mr. Fink, the factory personnel manager, was similar to that followed by Hanco. Here again the training was informal and the procedures described conform to a great degree with those set forth in most instructions for conducting interviews. Mr. Fink did not have statistics available that would indicate the success of the informal methods in solving grievances at the first level of supervision.

During a conversation with Mr. Dean Chatlin, who is in the industrial relations section at the North American Aviation Plant in Columbus, it was learned that their foremen were given formal training in the auditing of grievances. Within their yearly home course, the supervisors are set up interviewing sessions and their application

to the grievance situation. The supervisors also discuss the handling of grievances in scheduled meetings which are not part of the eighty hour training course. There is also a plant publication in which actual grievances are written up. The foremen then discuss the write up of the case and the manner in which it was handled.

The North American Company had two separate grievance systems in operation, one prescribed by the union agreement, and a second that was designed to handle those grievances that were concerned with things not stipulated in the union contract. The company is well aware of the importance of grievances and the necessity of providing the workers with a channel of communications to top management.

In addition to the companies already mentioned, the following firms also train their supervisors in interviewing techniques. Role playing methods, which involve interviewing techniques, are used at the Johnson and Johnson Company, the American Type Founders, Inc., the Armstrong Cork Company, and the Harwood Manufacturing Company.[8] Margaret Barron states that role playing is used because "the interview is essentially an unrehearsed play in which the two persons involved are both playwrights and actors

---

[8] "Handling The Grievance Problem by Role Playing," Business Week, April 9, 1949, pp. 96-103.

to the grievance situation. The supervisors also discuss the handling of grievances in scheduled meetings which are not part of the eighty hour training course. There is also a plant publication in which actual grievances are written up. The foremen then discuss the write up of the case and the manner in which it was handled.

The North American Company had two separate grievance systems in operation, one prescribed by the union agreement, and a second that was designed to handle those grievances that were concerned with things not stipulated in the union contract. The company is well aware of the importance of grievances and the necessity of providing the workers with a channel of communications to top management.

In addition to the companies already mentioned, the following firms also train their supervisors in interviewing techniques. Role playing methods, which involve interviewing techniques, are used at the Johnson and Johnson Company, the American Type Founders, Inc., the Armstrong Cork Company, and the Harwood Manufacturing Company.[4] Margaret Arton states that role playing is used because "the interview is essentially an unrehearsed play in which two persons involved are both playwrights and actors

---

[4] "Can Line Grievances Problem by Role Playing," Personnel Week, [illegible], 1949, pp. [illegible].

and the psychodrama is particularly appropriate."[9]

In the discussion that follows, a brief account of the methods and rules to be followed in interviewing will be presented.

Methods of Interviewing

This study will consider the two general and broad approaches to interviewing - the directive approach and the nondirective approach. The two approaches are very broad in scope and it would not be advisable to consider their many facets. A brief description of each type of approach will be presented followed by the general rules which apply to all interviewing.

Directive Type Interview. The title "directive type interview" is misleading. The significance of the title is more in the method used in the interview than in anything else. It is best to think of "directive" as an approach to interviewing. Pfiffner states[10] that in the directive type of interview, the interviewer assumes values and goals, and tries to direct the subject toward them. This approach is much older than the nondirective approach, and is authoritarian in nature. The directive type of interview assumed that intellect, diagnosis, and

---

[9] Margaret E. Barron, "Role Practice in Interview Training," Sociatry, June, 1947, p. 198.

[10] John M. Pfiffner, The Supervision of Personnel, New York: Prentice-Hall Inc., 1951, p. 337.

and the psychodrama is particularly appropriate."[9]

In the discussion that follows, a brief account of the methods and rules to be followed in interviewing will be presented.

Methods of Interviewing

This study will consider the two general and broad approaches to interviewing - the directive approach and the nondirective approach. The two approaches are very broad in scope and it would not be advisable to consider their many facets. A brief description of each type of approach will be presented followed by the general rules which apply to all interviewing.

Directive Type Interview. The title "directive type interview" is misleading. The significance of the title is more in the method used in the interview than in anything else. It is best to think of "directive" as an approach to interviewing. Pfiffner states[10] that in the directive type of interview, the interviewer assumes values and goals, and tries to direct the subject toward them. This approach is much older than the nondirective approach, and is authoritarian in nature. The directive type of interview assumed that intellect, diagnosis, and

---

[9] Margaret E. Arnold, "Role Playing in Interview Method," Mental Hygiene, XXX, 1947, p. 19.

[10] John M. Pfiffner, The Principles of Personnel Administration, 3rd ed., p. 1.

understanding would lead the person being interviewed to attempt self correction. Pfiffner, however, points out that the major weakness in this type of interview, the directive, is that it does not take into account the personal emotions and the part that they play in the situation.

Jucius[11] has further divided the directive interview into two categories - the planned interview and the patterned interview. In the planned interview, the interviewer plots out a definite course of action. They can either formulate their plans in writing or make mental note of the goals that they have set. The goals that the interviewers set can be such things as (1) the mission of the interview, (2) how they will conduct the interview, (3) what information they want to get out of the interview and (4), the time to be allotted for the interview. The information to be gathered from the complaintant is gained by asking well planned questions. The interview is planned to be flexible, and can be permitted to deviate within certain limitations; however, when this does happen the deviation and its limits are known, and the interviewer must know how far he has permitted the person to wander off the charted course. Jucius further states that this type of interview is within the capacity of almost all executives and personnel staff members.

---

[11] Michael J. Jucius, Personnel Management, Chicago: Richard D. Irwin, 1951, pp. 176-179.

understanding would lead the person being interviewed to attempt self correction. Pfiffner, however, points out that the major weakness in this type of interview, the directive, is that it does not take into account the personal emotions and the part that they play in the situation.

Jucius[11] has further divided the directive interview into two categories - the planned interview and the patterned interview. In the planned interview, the interviewer plots out a definite course of action. They can either formulate their plans in writing or make mental note of the goals that they have set. The goals that the interviewers set can be such things as (1) the mission of the interview, (2) how they will conduct the interview, (3) what information they want to get out of the interview and (4), the time to be allotted for the interview. The information to be gathered from the complainant is gained by asking well planned questions. The interview is planned to be flexible, and can be permitted to deviate within certain limitations; however, when this does happen the deviation and its limits are known, and the interviewer must know how far he has permitted the person to wander off the charted course. Jucius further states that this type of interview is within the capacity of almost all executives and personnel staff members.

---

[11] Jucius, M. Jucius, Personnel Management, Chicago: Richard D. Irwin, Inc., 1951, pp. 127-130.

The patterned type of interview is similar to the planned type; however, it is planned with much more care and exactitude. The interviewer usually has a list of questions that he will present to the individual during the course of the interview. The questions do not have to come in order, but they will be covered during the course of the interview. The patterned interview requires more skill than does the planned, because answers given by the individual must be analyzed by the interviewer during the discussion, and, should circumstances indicate, further questioning into the area of significance should be followed. To carry out this type of interviewing, the man must be competent, and he must be able to draw the desired information out of the person being interviewed.

The Non-directive Approach. The non-directive interview is the type used by Roethlisberger and his associates while they were conducting their experiments at the Hawthorne Plant of the Western Electric Company. During the last few years, much publicity has been given this method of interviewing. The usual application in industry is to have trained counselors assigned to certain areas in the factory and for them to visit the workers periodically. The counselors are not members of management and must necessarily keep what is told them in strict confidence.

The patterned type of interview is similar to the planned type; however, it is planned with much more care and exactitude. The interviewer usually has a list of questions that he will present to the individual during the course of the interview. The questions do not have to come in order, but they will be covered during the course of the interview. The patterned interview requires more skill than does the planned, because answers given by the individual must be analyzed by the interviewer during the discussion, and, should circumstances indicate, further questioning into the area of significance should be followed. To carry out this type of interviewing, the man must be competent, and he must be able to draw the desired information out of the person being interviewed.

The non-directive approach. The non-directive interview is the type used by Roethlisberger and his associates while they were conducting their experiments at the Hawthorne plant of the Western Electric Company. During the last few years, much publicity has been given this method of interviewing. The usual application in industry is to have trained counselors assigned to certain areas in the factory, and/or them to visit the workers periodically. The counselors are not [illegible] management and work [illegible] confidence.

The method used in this type of interview is to permit the interviewee to spout his emotions uninterruptedly, after which he will usually come to a more analytical frame of mind and reveal the true cause of his complaint.[12] As the discussion continues, the person will continue to talk and soon will be suggesting the therapy required for his own case. Of course, the interviewer has to be trained to interject information into the conversation without injecting his own opinions.

Pfiffner further describes this as the "catharsis" type of interview, in which the man is permitted to say anything that comes into his mind. This fact that the individual can talk to a sympathetic listener has value in itself.

Jucius states that this type of interview requires a much higher type of interviewer and requires much more planning.[13] When the interviewer is skilled at supplementing the conversation with gentle and unobstrusive bits of information, the interviewee will develop insight into himself and his problems and will provide diagnosis and treatment for himself.[14]

---

[12] Pfiffner, op. cit., pp. 337-338.

[13] Jucius, op. cit., p. 179.

[14] Pfiffner, op. cit., p. 338.

The method used in this type of interview is to permit the interviewee to spout his emotions uninterruptedly, after which he will usually come to a more analytical frame of mind and reveal the true cause of his complaint.[12] As the discussion continues, the person will continue to talk and soon will be suggesting the therapy required for his own case. Of course, the interviewer has to be trained to interject information into the conversation without injecting his own opinions.

Pfiffner further describes this as the "catharsis" type of interview, in which the man is permitted to say anything that comes into his mind. This fact that the individual can talk to a sympathetic listener has value in itself.

Jones states that this type of interview requires a much higher type of interviewer and requires much more planning.[13] When the interviewer is skilled at supplementing the conversation with gentle and unobstrusive bits of information, the interviewee will develop insight into himself and his problems and will provide diagnosis and treatment for himself.[14]

---

[12] Pfiffner, op. cit., pp. 337-338.

[13] Jones, op. cit., p. 179.

[14] Pfiffner, op. cit., p. 320.

Based on the information gathered at the Hawthorne Plant, Roethlisberger devised the following rules to help the interviewer in his job. He also says that these rules apply to the first line supervisor as well as to the higher executive, in their relation to individuals during face to face contact.[15]

1. The supervisor should listen patiently to what his subordinate has to say without making any comment.

2. The supervisor should refrain from hasty disapproval of his subordinates conduct.

3. Do not argue with your subordinate.

4. Do not pay exclusive attention to the manifest content of the conversation.

5. Listen not only to what the person wants to say but also to what he does not want to say or cannot say without assistance.

Perhaps rules four and five should be further explained in order to realize their true significance. Under rule four, there is a tendency to rationalize sentiments, and, if the participants are not careful, they will become more interested in the truth of the rationalizations than in the sentiments and feelings being expressed.[16] Under rule five, Roethlisberger found out that it was difficult for people to talk about things which were unpleasant to them,

---

[15] F. J. Roethlisberger, Management and Morale, Cambridge: Harvard University Press, 1941, pp. 40-43.

[16] Ibid., pp. 42-43.

based on the information gathered at the Hawthorne plant, Roethlisberger devised the following rules to help the interviewer in his job. He also says that these rules apply to the first line supervisor as well as to the higher executive, in their relation to individuals during face to face contact.[15]

1. The supervisor should listen patiently to what his subordinate has to say without making any comment.

2. The supervisor should refrain from hasty disapproval of his subordinates conduct.

3. Do not argue with your subordinate.

4. Do not pay exclusive attention to the manifest content of the conversation.

5. Listen not only to what the person wants to say but also to what he does not want to say or cannot say without assistance.

Perhaps rules four and five should be further explained in order to realize their true significance. Under rule four, there is a tendency to rationalize sentiments, and, if the participants are not careful, they will become more interested in the truth of the rationalizations than in the sentiments and feelings being expressed.[16] Under rule five, Roethlisberger found out that it was difficult for people to talk about things which were unpleasant to them.

---

[15] F. J. Roethlisberger, Management and Morale, Cambridge: Harvard University Press, 1941, pp. 59-63.

[16] Ibid., pp. [illegible]-[illegible].

and hence many sentiments and feelings tended to remain in the background of a person's thinking and he never considers or is aware of them. He states that it is important to listen to what a person regards as obvious, as these assumptions are of great importance in assessing a person's values and significances.

The two broad areas in the field of interviewing have been presented. The next discussion will concern those principles and rules that are applicable in the interviewing situation.

Rules For Interviewing

In understanding the rules and their application to interviewing, you must remember that the interview can perform three main functions. It can be used to gain information from people, to instruct them, or to influence or motivate them.[17] The third condition mentioned also contains theraputic value. The techniques of interviewing must be adapted to meet the need of the situation at hand. The rules which will be presented will be general rules and will be applicable in most all interviewing situations. Most of the rules are self explanatory and hence will need no further elucidation.

---

[17] Walter Van Dyke Bingham and Bruce Victor Moore, How To Interview, New York: Harper and Brothers, 1941, p. 5.

and hence many sentiments and feelings tended to remain in the background of a person's thinking and he never considers or is aware of them. He states that it is important to listen to what a person regards as obvious, as these assumptions are of great importance in assessing a person's values and significances.

The two broad areas in the field of interviewing have been presented. The next discussion will concern those principles and rules that are applicable in the interviewing situation.

Rules For Interviewing

In understanding the rules and their application to interviewing, you must remember that the interview can perform three main functions. It can be used to gain information from people, to instruct them, or to influence or motivate them.[17] The third condition mentioned also contains therapeutic value. The techniques of interviewing must be adapted to meet the need of the situation at hand. The rules which will be presented will be general rules and will be applicable in most all interviewing situations. Most of the rules are self explanatory and hence will need no further elucidation.

17

Walter Van Dyke Bingham et. al. How to Interview. New York: Harper and Brothers, 1941, p. 5.

The principles to be followed in the interviewing process will be divided into two areas. The first area to be considered will be that concerned with the planning for the interview.

Bingham and Moore[18] in their writings list some of the following as important procedures to be followed in the preparation for interviewing. First of all, the interview must have an objective. Sometimes in this first phase it is necessary to clarify your thinking, and this can be done by writing out an outline of the purpose to be served by the interview. Next, after the purpose of the interview has been determined, an appointment should be made so that valuable time will not be wasted. This should be followed by securing information about the person who is to be interviewed. The interview should be conducted in privacy, and in the planning phase you should make the necessary arrangements to secure suitable accommodations for the interview.

The actual interview, or second phase, has these rules to be concerned with. The rules that will be given are those contained in Chapter 13 of Roethlisberger and Dickson's book. The chapter, entitled "The Interviewing Method" contains a more detailed discussion than will be presented here. In their writings, Roethlisberger and

---

[18] Bingham and Moore, op. cit., pp. 29-35.

The principles to be followed in the interviewing process will be divided into two areas. The first area to be considered will be that concerned with the planning for the interview.

Bingham and Moore[16] in their writings list some of the following as important procedures to be followed in the preparation for interviewing. First of all, the interview must have an objective. Sometimes in this first phase it is necessary to clarify your thinking, and this can be done by writing out an outline of the purpose to be served by the interview. Next, after the purpose of the interview has been determined, an appointment should be made so that valuable time will not be wasted. This should be followed by securing information about the person who is to be interviewed. The interview should be conducted in privacy, and in the planning phase you should make the necessary arrangements to secure suitable accommodations for the interview.

The actual interview, or second phase, has these rules to be concerned with. The rules that will be given are those contained in Chapter 15 of Hoffhaberger and Lecroun's book. The chapter, entitled "The Interviewing Guide" contains a more detailed discussion than will be presented here. In their writing, Hoffhaberger and

---

[16] Bingham, W. V. and Moore, B. V. How to Interview.

Dickson set forth five general rules for the conduct of interviews which are listed as follows:[19]

1. The interviewer should listen to the speaker in a patient, but intelligently critical manner. This means that the interviewer listens to what the other person has to say with complete attention and interest. The interviewer is immensely interested in every word that the interviewee has to say, and in no circumstance should he cut him short. Being "intelligently critical" means that the interviewer should try to understand everything that is being said.

2. The interviewer should not display any kind of authority. The interviewer should do all in his power to put the worker at ease. The worker or individual may be resentful of authority, and the interviewer should guard against displaying authority in any of its several forms. Roethlisberger and Dickson also advise against some of the more subtle forms of showing authority such as contradicting the worker, treating his ideas lightly, and the like.

3. The interviewer should not give advice or moral admonition. The interviewer should refrain from making decisions and giving advice to the other party in the interview. The interviewer should not pass judgment on the

---

19 F. J. Roethlisberger and William J. Dickson, Management and The Worker, Cambridge:Harvard University Press, 1943, pp. 286-291.

Dickson set forth five general rules for the conduct of interviews which are listed as follows:[19]

1. The interviewer should listen to the speaker in a patient, but intelligently critical manner. This means that the interviewer listens to what the other person has to say with complete attention and interest. The interviewer is immensely interested in every word that the interviewee has to say, and in no circumstances should he cut him short. Using "intelligently critical" means that the interviewer should try to understand everything that is being said.

2. The interviewer should not display any kind of authority. The interviewer should do all in his power to put the worker at ease. The worker or individual may be resentful of authority, and the interviewer shou d guard against displaying authority in any of its several forms. Scientificerer and Dickson also advise against some of the more public forms of showing authority such as contradicting the worker, treating his ideas lightly, and the like.

3. The interviewer should not give advice or moral [illegible]. The interviewer should refrain from making [illegible] advice to the other party in the interview. The interviewer should not pass judgment on the [illegible]

[illegible]

other person, and he should not appear to be shocked or critical, because these attitudes will prevent the interviewee from talking freely.

4. The interviewer should not argue with the speaker. Arguments tend to make him defend his actions rather than examine his attitudes and behavior. Any argument will interfere with the interview, because it will direct the actions and thinking of the individual and imply that he is wrong.

5. The interviewer should ask questions only under certain conditions. The objective of the interview is to get the person to talk, and questions can be used for this purpose. Any statement like "tell me more about it" will make the worker talk more about himself. Again, questions may have to be used to veer the conversation to areas or topics that need more thorough coverage. Questions may have to be asked to put the interviewee at ease at the beginning of the conversation. Sometimes it is necessary to start a social conversation by talking about the worker's family, or his job or some similar topic.

In addition to those principles just listed, it is necessary to be able to draw the interview to a close, and to be able to state to the individual a summary of what has

other person, and he should not appear to be shocked or critical, because these attitudes will prevent the interviewee from talking freely.

4. The interviewer should not argue with the speaker. Arguments tend to make him defend his actions rather than examine his attitudes and behavior. Any argument will interfere with the interview, because it will direct the actions and thinking of the individual and imply that he is wrong.

5. The interviewer should ask questions only under certain conditions. The objective of the interview is to get the person to talk, and questions can be used for this purpose. Any statement like "tell me more about it" will make the worker talk more about himself. Again, questions may have to be used to veer the conversation to areas or topics that need more thorough coverage. Questions may have to be asked to put the interviewee at ease at the beginning of the conversation. Sometimes it is necessary to start a social conversation by talking about the worker's family, or his job or some similar topic.

In addition to those principles just listed, it is necessary to be able to draw the interview to a close, and to be able to state to the individual a summary of what has

been said.[20] During the interview, it is a good idea to summarize briefly from time to time the main points of the conversation so that you can be sure that you have a complete understanding of what the worker is trying to tell you. This can easily be done by the use of such statements as "am I correct in saying (then give your brief summary)." If your summary is incorrect, then the worker has an opportunity to change the statement so that it will agree with his thoughts.

The above rules pertain to almost every interviewing situation. Pfiffner has listed some additional principles to be followed. These rules are particularly applicable for interviewing in grievance cases. The rules not only cover interviewing methods, but also contain good advice for the interviewer to follow in arriving at his decision.[21]

1. The supervisor should hear the complaint through, and should refrain from assuming a defensive attitude. Perhaps the grievance has arisen because of the actions of the supervisor and the employee is attempting to state his case. The foreman must remain quiet and listen until the worker has talked out his complaint. Grievances have a way of settling themselves if the supervisor will listen without showing signs of impatience or resentment, and if he can

---

[20] Jucius, op. cit., p. 182.
[21] Pfiffner, op. cit., pp. 371-375.

been said.[20] During the interview, it is a good idea to summarize briefly from time to time the main points of the conversation so that you can be sure that you have a complete understanding of what the worker is trying to tell you. This can easily be done by the use of such statements as "am I correct in saying (then give your brief summary)." If your summary is incorrect, then the worker has an opportunity to change the statement so that it will agree with his thoughts.

The above rules pertain to almost every interviewing situation. Pfiffner has listed some additional principles to be followed. These rules are particularly applicable for interviewing in grievance cases. The rules not only cover interviewing methods, but also contain good advice for the interviewer to follow in arriving at his decision.[21]

1. The supervisor should hear the complaint through, and should refrain from assuming a defensive attitude. Perhaps the grievance has arisen because of the actions of the supervisor and the employee is attempting to state his case. The foreman must remain quiet and listen until the worker has talked out his complaint. Grievances have a way of settling themselves if the supervisor will listen without showing signs of impatience or resentment, and if he can

---

[20] Jones, op. cit., p. 122.

[21] Pfiffner, op. cit., pp. 371-372.

refrain from making judgments and oral reprimands. The fact that the worker can talk freely to someone who has the power of judgment over him sometimes causes the worker to think through and see his predicament in a more objective light.

2. The supervisor and the worker should both concentrate on the factual aspects of the grievance rather than those which are personal and subjective in nature.

3. The supervisor should refrain from taking hasty action. He should put himself in the position of the aggrieved employee, and should weigh all the facts from all possible angles. If there is any element of passion or anger involved in the interview, the supervisor should wait until things have cooled off before attempting to reach a decision.

The success of the interviewing technique contributes greatly to the overall success of the organization. Mayo listed the following as some of the benefits derived from the use of the interviewing method at the Hawthorne Plant.[22]

> 1. The early discovery that the interview aids the individual to get rid of useless emotional complications and to state his problem clearly. He is able to give himself good advice - a procedure far more acceptable than advice accepted from another.
>
> 2. The interview has demonstrated its capacity to aid the individual to associate more easily, more satisfactorily - with other

---

[22] Elton Mayo, Social Problems of an Industrial Civilization, Andover: Andover Press, 1945, pp. 84-86.

refrain from making judgments and oral reprimands. The fact that the worker can talk freely to someone who has the power of judgment over him sometimes causes the worker to think through and see his predicament in a more objective light.

2. The supervisor and the worker should both concentrate on the factual aspects of the grievance rather than those which are personal and subjective in nature.

3. The supervisor should refrain from taking hasty action. He should put himself in the position of the aggrieved employee, and should weigh all the facts from all possible angles. If there is any element of passion or anger involved in the interview, the supervisor should wait until things have cooled off before attempting to reach a decision.

The success of the interviewing technique contributes greatly to the overall success of the organization. Mayo listed the following as some of the benefits derived from the use of the interviewing method at the Hawthorne Plant.[22]

1. The early discovery that the interview aids the individual to get rid of useless emotional complications and to state his problem clearly. He is able to give himself good advice - a procedure far more acceptable than advice as given from another.

2. The interviews had demonstrated its capacity to aid the individual to associate more easily, more satisfactorily - with other

---

[illegible], Mayo, "The Problems of an Industrial Civilization" [illegible] Harvard University Press, 1933, p. [illegible].

persons - fellow workers or supervisor - with whom he is in daily contact.

3. The interview not only helps the individual to collaborate better with his own group of workers, it also develops his desire and capacity to work with management.

4. Beyond all this, interviewing possesses immense importance for the training of administrators in the difficult future that faces this continent and the world.

5. There remains the claim made above that the interview has proved to be a great source of information of objective value to management.

Mayo continues by saying that "...the interview is the only method extant that can contribute reasonably accurate information, or any reasonably accurate information, as to the cooperation between workers - teamwork - that obtains in a given department, and beyond this, the extent to which this cooperation includes management policy or is wary of it."

Little can be added to Mayo's statement to further express the importance of the interview in the work situation. The use of interviewing has proved to be of tremendous help in the field of human relations. The procedures outlined in the SUPERVISORS HANDBOOK for handling grievances problems conform to the principles set forth here and carry out the principles involved in the interviewing process. The use of these techniques has been of great importance to management in settling complaints at the

persons - fellow workers or supervisor - with whom he is in daily contact.

3. The interview not only helps the individual to collaborate better with his own group of workers, it also develops his desire and capacity to work with management.

4. Beyond all this, interviewing possesses immense importance for the training of administrators in the difficult future that faces this continent and the world.

5. There remains the claim made above that the interview has proved to be a great source of information of objective value to management.

Mayo continues by saying that "...the interview is the only method extant that can contribute reasonably accurate information, or any reasonably accurate information, as to the cooperation between workers - teamwork - that obtains in a given department, and beyond this, the extent to which this cooperation includes management policy or is wary of it."

Little can be added to Mayo's statement to further express the importance of the interview in the work situation. The use of interviewing has proved to be of tremendous help in the field of human relations. The procedures outlined in the <u>EMPLOYEE HANDBOOK</u> for handling grievances problems conform to the principles set forth here and carry out the principles involved in the interviewing process. The use of these techniques has been of great importance in management in settling complaints as the

first level of supervision.

The interviewing technique has been provided for the supervisor because he is the logical man to handle the complaints of his workers. Gardiner lists some of the following as reasons why the supervisor is the logical man to settle the grievances.[23]

1. Because he is the closest to the situation and is best informed and acquainted with the conditions involved.

2. The company is dependent on the foremans relations with his men for the kind of workmanship and service they render. Anything that causes the foreman to lose prestige or respect with his men destroys his ability to get results from them. If grievances are taken over his head and settled without his consideration, his men will lose respect for him. He will lose control.

As can be seen, the interview is a very important tool used by supervisors to settle problems at their level. It can be very beneficial to management and the work force if properly used.

---

[23] Glenn Gardiner, Better Foremanship, New York: McGraw-Hill Book Company, 1941, p. 50.

first level of supervision.

The interviewing technique has been provided for the supervisor because he is the logical man to handle the complaints of his workers. Gardiner lists some of the following as reasons why the supervisor is the logical man to settle the grievances.[25]

1. because he is the closest to the situation and is best informed and acquainted with the conditions involved.

2. The company is dependent on the foremans relations with his men for the kind of workmanship and service they render. Anything that causes the foreman to lose prestige or respect with his men destroys his ability to get results from them. If grievances are taken over his head and settled without his consideration, his men will lose respect for him. He will lose control.

As can be seen, the interview is a very important tool used by supervisors to settle problems at their level. It can be very beneficial to management and the work force if properly used.

CHAPTER V

SUMMARY AND PROPOSAL

Introduction

The purpose of this paper has been to study the current procedures followed by industry in settling worker complaints and grievances. The study was limited to the first step in the grievance machinery and the part that the foreman or supervisor played in the settlement of grievances. It was learned that the supervisor was taught either formally or informally to use interviewing techniques to help him in gaining the solution to worker complaints. General rules and principles were discussed in connection with interviewing, and the part that these played in the interview.

The position of the foreman and the division officer was compared, and it was learned that the role they play in grievance procedures is very similar. They both are the first management representatives to hear the complaints of the work force. Because of this similarity, the role of the foreman in handling grievances was studied very closely in hopes that some of the procedures that he uses are applicable in the Navy situation.

CHAPTER V

SUMMARY AND PROPOSAL

Introduction

The purpose of this paper has been to study the current procedures followed by industry in settling worker complaints and grievances. The study was limited to the first step in the grievance machinery and the part that the foreman or supervisor played in the settlement of grievances. It was learned that the supervisor was taught either formally or informally to use interviewing techniques to help him in giving the solution to worker complaints. General rules and principles were discussed in connection with interviewing, and the part that these played in the interview.

The position of the foreman and the labor relation officer was compared, and it was learned that the role they play in grievance procedures is very similar. They both are the first management representatives to hear the complaints of the shop force. Because of this similarity, the role of the foreman in handling grievances was studied very closely in order that some of the procedures that he uses in dealing could be applied to labor relations.

The Proposal

The indications of grievances in the naval situation and in the industrial situation are very similar. The usual symptoms of grievances in the industrial situation are (1) low productivity, (2) poor attendance, (3) poor care of equipment, (4) poor attitudes toward supervision, (5) high turnover in the work force, and (6) low morale in the work force. The same symptoms are present in the naval situation only the terms are called by different names. The high turnover is indicated in the naval situation by failure of the enlisted men to re-enlist on the expiration of their cruise.

The study of grievances, then, involves two areas. The first area is the preventative area and is used by the supervisor to spot troubles and take corrective action before the grievance arrives at the complaint stage. In the preventative stage, the supervisor is able to talk with the workers and determine what is on their mind and what are some of the sources of their irritations. The supervisor is able to take corrective action, by getting rid of the source of irritation. This action will improve morale and work output of the crew. The second grievance area is that area where the worker presents his grievance to the foreman either orally or in writing.

The Proposal

The indications of grievances in the naval situation and in the industrial situation are very similar. The usual symptoms of grievances in the industrial situation are (1) low productivity, (2) poor attendance, (3) poor care of equipment, (4) poor attitudes toward supervision, (5) high turnover in the work force, and (6) low morale in the work force. The same symptoms are present in the naval situation only the terms are called by different names. The high turnover is indicated in the naval situation by failure of the enlisted men to re-enlist on the expiration of their cruise.

The study of grievances, then, involves two areas. The first area is the preventative area and is used by the supervisor to spot trouble and take corrective action before the grievance arrives at the complaint stage. In the preventative stage, the supervisor is able to talk with the workers and determine what is on their mind and what are some of the sources of their irritations. The supervisor is able to take corrective action, by getting rid of the source of irritation. This action will improve morale and your output of the crew. The second grievance area is that area where the worker presents his grievance to the foreman either verbally or in writing.

If management is to take corrective action in order to clear up sources of conflict in the work conditions, then the use of the complaint that is presented by the worker will depend on the three conditions mentioned by Roethlisberger. Those conditions are: (1) the extent to which the complaint is accurately stated, (2) the extent to which the complaint has an objective reference and can be verified, (3) the extent to which the conditions complained about are stated terms which are generally accepted. In order to fulfill these three conditions, the interview was used to get at the facts concerning the complaint. Until these facts are determined, it is useless to attempt to take corrective action. When the true cause of the grievance is not determined and not corrected, the workers will complain, and in some instances their complaints will concern different things than first stated.

By use of the interviewing technique in unionized and non-unionized industry, 75% to 90% of the grievances were settled by the foremen at the first level of supervision. Surely, then, if this can be accomplished in the industrial situation, it can be accomplished in the naval situation.

The proposal is this - the division officer should be taught interviewing techniques so that he will be better able to understand the problems of his sailors, and

If management is to take corrective action in order to clear up sources of conflict in the work conditions, then the use of the complaint that is presented by the worker will depend on the three conditions mentioned by Roethlisberger. These conditions are: (1) the extent to which the complaint is accurately stated, (2) the extent to which the complaint has an objective reference and can be verified, (3) the extent to which the conditions complained about are stated terms which are generally accepted. In order to fulfill these three conditions, the interview was used to get at the facts concerning the complaint. Until these facts are determined, it is useless to attempt to take corrective action. When the true cause of the grievance is not determined and not corrected, the workers will complain, and in some instances their complaints will concern different things than first stated.

By use of the interviewing technique in unionized and non-unionized industry, 75% to 90% of the grievances were settled by the foreman at the first level of supervision. Surely, then, if this can be accomplished in the industrial situation, it can be accomplished in the naval situation.

The proposal is this - the division officer should be taught interviewing techniques so that he will be better able to understand the problems of his sailors, and

to take corrective action quickly in order to prevent grievances from building up. The longer the grievance continues without being settled, the harder it will be to solve in the long run. Roethlisberger states that interviewing techniques as described in this paper can be used by both the foreman and the executive.

The reader must remember this - there are limits to the capabilities of the individual in the use of interviewing techniques. Studies will have to be made to determine the extent to which the division officer is capable of using the interviewing technique. There are several things that must be considered. Once the division officer learns that the source of the complaint is not in the work conditions, but in some area which is not within his or his commanding officers area of responsibility, (such as family matters) then the man will have to be referred to the Chaplain or a trained clinical psychologist.

The need of the interview is definitely indicated. The method of training will have to be worked out by those who are competent in the field. His suggestion that role playing which is being used successfully by the Federal Security Administration at the present time be considered. There are other methods which would probably accomplish the desired goals with an equal degree of success.

to take corrective action quickly in order to prevent grievances from building up. The longer the grievance continues without being settled, the harder it will be to solve in the long run. Roethlisberger states that interviewing techniques as described in this paper can be used by both the foreman and the executive.

The reader must remember this - there are limits to the capabilities of the individual in the use of interviewing techniques. Studies will have to be made to determine the extent to which the division officer is capable of using the interviewing technique. There are several things that must be considered. Once the division officer learns that the source of the complaint is not in the work conditions, but in some area which is not within his or his commanding officers area of responsibility, (such as family matters) then the man will have to be referred to the Chaplain or a trained clinical psychologist.

The need of the interview is definitely indicated. The method of training will have to be worked out by those who are competent in the field. His suggestion that role playing which is being used successfully by the General Foods Corporation, at the present time be considered. There are other methods which work. Formally recommendation [illegible] [illegible] [illegible]

If the division officer is to accomplish one of his major tasks, which is to counsel and give sound advice to his men, then it is extremely necessary that he be taught the fundamentals of the interviewing technique.

If the division officer is to accomplish one of his major tasks, which is to counsel and give sound advice to his men, then it is extremely necessary that he be taught the fundamentals of the interviewing technique.

BIBLIOGRAPHY

Books

Bingham, Walter Van Dyke and Bruce Victor Moore, How To Interview, New York: Harper and Brothers, 1941.

Bowler, Earl M. and Frances Trigg Dawson, Counseling Employees, New York: Prentice-Hall Inc., 1948.

Cantor, Nathaniel, Employee Counseling, New York:McGraw-Hill Book Company Inc., 1945.

Collective Bargaining Provisions, U.S. Department of Labor, Division of Labor Statistics, Bulletin No. 908-16, 1950.

Cushman, Frank and Robert E. Cushman, Improving Supervision, New York: John Wiley and Sons, Inc., 1947.

Gardiner, Glenn, Better Foremanship, New York:McGraw-Hill Book Company Inc., 1941.

_____, How To Handle Grievances, New York:Elliott Service Company, 1943.

Gardner, Burleigh B. and David G. Moore, Human Relations In Industry, Chicago: Richard D. Irwin Inc., 1950.

Chiselli, Edwin E. and Clarence W. Brown, Personnel and Industrial Psychology, New York:McGraw-Hill Book Company Inc., 1948.

Greenman, Russell L. and Elizabeth B. Greenman, Getting Along With Labor Unions, New York: Harper and Brothers, 1947.

Jucius, Michael J. Personnel Management, Chicago: Richard D. Irwin Inc., 1951.

Lapp, John A., How To Handle Labor Grievances, Deep River: National Foreman's Institute, 1945.

Lester, Richard A., Labor and Industrial Relations, New York: The MacMillan Company, 1951.

Maynard, Harold B., Effective Foremanship, New York: McGraw-Hill Book Company Inc., 1941.

BIBLIOGRAPHY

Books

Bingham, Walter Van Dyke and Bruce Victor Moore, *How To Interview*, New York: Harper and Brothers, 1941.

Bowler, Earl M. and Frances Trigg Dawson, *Counseling Employees*, New York: Prentice-Hall Inc., 1946.

Cantor, Nathaniel, *Employee Counseling*, New York:McGraw-Hill Book Company Inc., 1945.

Collective Bargaining Provisions, U.S. Department of Labor, Division of Labor Statistics, Bulletin No. 905-16, 1950.

Chapman, Frank and Robert K. Chapman, *Improving Supervision*, New York: John Wiley and Sons, Inc., 1947.

Gardiner, Glenn, *Better Foremanship*, New York:McGraw-Hill Book Company Inc., 1941.

_____, *How To Handle Grievances*, New York:Elliott Service Company, 1945.

Gardner, Burleigh B. and David G. Moore, *Human Relations in Industry*, Chicago: Richard D. Irwin Inc., 1950.

Chisell, Edwin E. and Clarence W. Brown, *Personnel and Industrial Psychology*, New York:McGraw-Hill Book Company Inc., 1948.

Greenman, Russell L. and Lila Beth G. Greenman, *Getting Along With Labor Unions*, New York: Harper and Brothers, 1947.

Jucius, Michael J. *Personnel Management*, Chicago: Richard D. Irwin Inc., 1951.

Lepa, John A., *How to Handle Labor Grievances*, Deep River: National Foremanship Institute, 1945.

Pfister, Oliver A., *Labor and Industrial Relations*, New York: The MacMillan Company, 1951.

Tyrrell, Frank T., *Collective Bargaining*, New York: McGraw-Hill Book Company Inc., 1951.

Mayo, Elton, Social Problems of an Industrial Civilization, Andover: Andover Press, 1945.

Oldfield, R.C., The Psychology of the Interview, London: Methuen and Co., Ltd., 1947.

Pass The Word, Bureau of Naval Personnel, Department of Navy, Washington, D.C.

Pfiffner, John M., The Supervision of Personnel, New York: Prentice-Hall Inc., 1951.

Pigors, Paul and Charles A. Myers, Personnel Administration, New York:McGraw-Hill Book Company Inc., 1947.

Roethlisberger, F.J., Management and Morale, Cambridge: Harvard University Press, 1941.

Roethlisberger, F.J. and William J. Dickson, Management and the Worker, Cambridge:Harvard University Press, 1943.

Scott, Walter Dill, Robert C. Clothier, and William R. Sproegel, Personnel Management, New York:McGraw-Hill Book Company Inc., 1949.

Selekman, Benjamin F., Labor and Human Relations, New York: McGraw-Hill Book Company Inc., 1947.

United States Navy Regulations 1948, Washington: U.S. Government Printing Office, 1948.

Periodicals

Act of June 23, 1947, Public Law 101, 80th Congress, 1st Session.

Allen, L. A. "How To Talk To A Man When You Have To Call Him Down." Management Review, March 1950, pp. 134-137.

Barron, Margaret E. "Role Practice in Interview Training" Sociatry, June, 1947, pp. 198-208.

Bavelas, Alex, "Role-Playing and Management Training" Sociatry, June, 1947, pp. 183-191.

Bumagin, V.I. "Train Your Foreman in Human Relations". American Machinest, May 5, 1949, pp. 85-87.

Mayo, Elton. Social Problems of an Industrial Civilization. Andover: Andover Press, 1945.

Oldfield, R.C.. The Psychology of the Interview. London: Methuen and Co., Ltd., 1947.

Pass The Word. Bureau of Naval Personnel. Department of Navy, Washington, D.C.

Pfiffner, John M.. The Supervision of Personnel. New York: Prentice-Hall Inc., 1951.

Pigors, Paul and Charles A. Myers. Personnel Administration. New York:McGraw-Hill book company Inc., 1947.

Roethlisberger, F.J.. Management and Morale. Cambridge: Harvard University Press, 1941.

Roethlisberger, F.J. and William J. Dickson. Management and the Worker. Cambridge:Harvard University Press, 1943.

Scott, Walter Dill, Robert C. Clothier, and William R. Spriegel. Personnel management. New York:McGraw-Hill book company Inc., 1949.

Selekman, Ben min F.. Labor and Human Relations. New York: McGraw-Hill Book Company Inc., 1947.

United States Navy Regulations 1948. Washington: U.S. Government Printing Office, 1948.

Periodicals

Act of June 23, 1947. Public Law 102. 80th Congress, 1st Session.

Allen, C. A. "How To Talk To A Man When You Have To Call Him Down." Management Review, March 1950, pp. 143-147.

Barron, Margaret E. "Role Practice in Interview Training" Personnel, June, 1947, pp. 192-208.

Davidson, Jack. "Five-Step Job Interviewing" Personnel, June, 1951, pp. 1[illegible]-[illegible].

[illegible] "[illegible] Human Relations". Personnel Management, May [illegible], pp. [illegible].

Grievances and the New Supervisor", Personnel Journal, December 1949, pp. 248-253.

"Handling The Grievance Problem by Role-Playing", Business Week, April 9, 1949, pp. 96-103.

Hersey, R. "Foreman As A Practical Psychologist," Mill and Factory, June, 1950, pp. 121-124.

Hoslet, S. "What Is A Grievance?" Personnel Journal, March 1945, pp. 356-358.

National Industrial Conference Board, Inc., Report No. 109, New York, 1950.

North, Kathleen, "Counseling For Men by Men." Factory Management, February 1945, pp. 119-120.

Smith, F.C. "Real Reason For Grievances." Personnel Journal, January 1948, pp. 252-255.

_____, "Shop Grievances - The Human Approach" Personnel Journal, September 1947, pp. 95-102.

Williams, P. C. "Ways To Handle and Prevent Grievances," Factory Management, December 1947, p. 234ff.

Labor Contracts

Agreement between The Armco Steel Corporation, Ashland, Ohio, and the United Steel Workers of America, 1948.

Agreement between the Martin-Parry Corporation, Toledo, Ohio, and the United Automobile, Aircraft, and Agricultural Implement Workers of America, June 1, 1948.

Agreement between the Timken Roller Bearing Company, Columbus, Ohio, and the United Steel Workers of America, 1947.

Agreement between the F. H. Lawson Company and the International Association of Machinists, Polishers, and Buffers, 1950-1951.

"Grievances and the New Supervisor". Personnel Journal, December 1949, pp. 245-255.

"Handling the Grievance Problem by Role-Playing". Business Week, April 9, 1949, pp. 96-105.

Harper, R. "Foreman As a Practical Psychologist," Mill and Factory, June, 1950, pp. 121-124.

Jodet, S. "What is a Grievance?" Personnel Journal, March 1945, pp. 356-356.

National Industrial Conference Board, Inc., Report No. 109, New York, 1950.

North, Kathleen, "Counseling for Men by Men." Factory Management, February 1945, pp. 119-120.

Smith, P.C. "Real Reason For Grievances." Personnel Journal, January 1948, pp. 252-254.

_____. "Shop Grievances - The Human Approach" Personnel Journal, September 1947, pp. 97-102.

Williams, P. C. "Ways To Handle and Prevent Grievances," Factory Management, December 1947, p. 234ff.

Labor Contracts

Agreement between The Timken Steel Corporation, Ashland, Ohio, and the United Steel Workers of America, 1948.

Agreement between the Martin-Parry Corporation, Toledo, Ohio, and the United Automobile, Aircraft, and Agricultural Implement Workers of America, A.F. of L. 1948.

Agreement between the Timken Roller Bearing Company, Columbus, Ohio, and the United Steel Workers of America, 1947.

Agreement between the R. H. Donnelley Company and the International Association of Machinists, Policemen, and Firemen, 1940-1941.

Thesis 17166
R38 Richards
A proposal for the use of interviewing in the handling of grievances ..

DE 15 61	12518
AP 27 62	12200
FE 20 63	13566
AP 10 63	13316
SE 30 63	14165
MR [illegible] 64	14403
[illegible] 64	14403
14 MAY 66	16168

Thesis 17166
R38 Richards
A proposal for the use of interviewing in the handling of grievances by division officers of the United States Navy.

ACCOPRESS
No. BGS 2507 EMBOSSED
PRODUCTS INCORPORATED

thesR38
A proposal for the use of interviewing i
3 2768 001 91285 0
DUDLEY KNOX LIBRARY